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ABSTRACT

The survival and improvement of culture in desirable forms in American society will require increased knowledge and skills; renewed social and civic consciousness; and the physical, social, and economic well-being of all citizens. This general uplifting can be accomplished only through broadened educational efforts at the grassroots community level. Although there are many common elements in the various community education programs currently in operation, there is undoubtedly as much variety as commonality in the scope, purpose, organization, administration, and operation of the programs. However, all community education programs are based on a common belief that the school exists to improve the community of which it is a part and consequently to strengthen society as a whole. This book explains community education as a concept and gives examples of communities where this kind of education is taking place today. (Photographs may reproduce poorly.) (Author/MLF)

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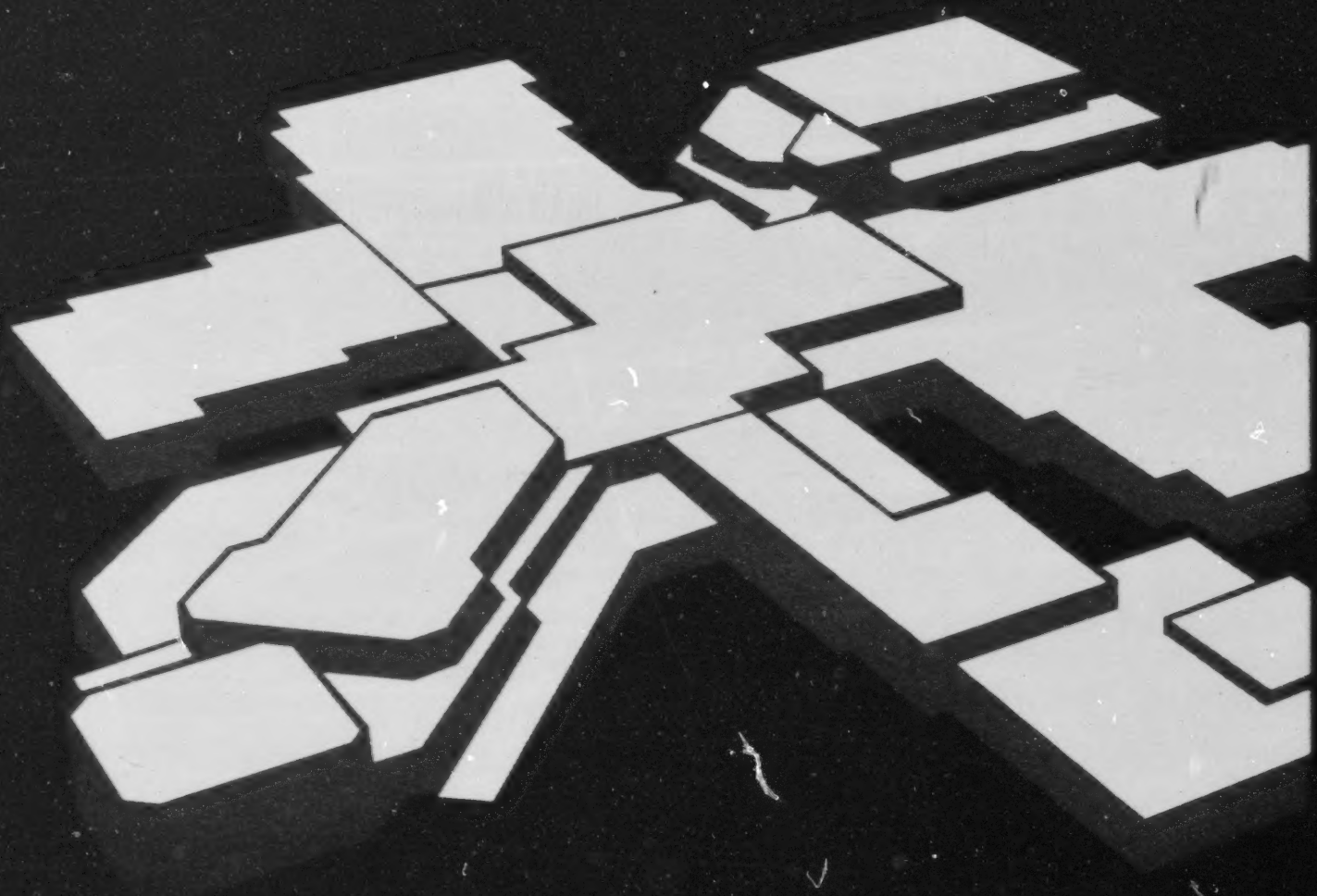

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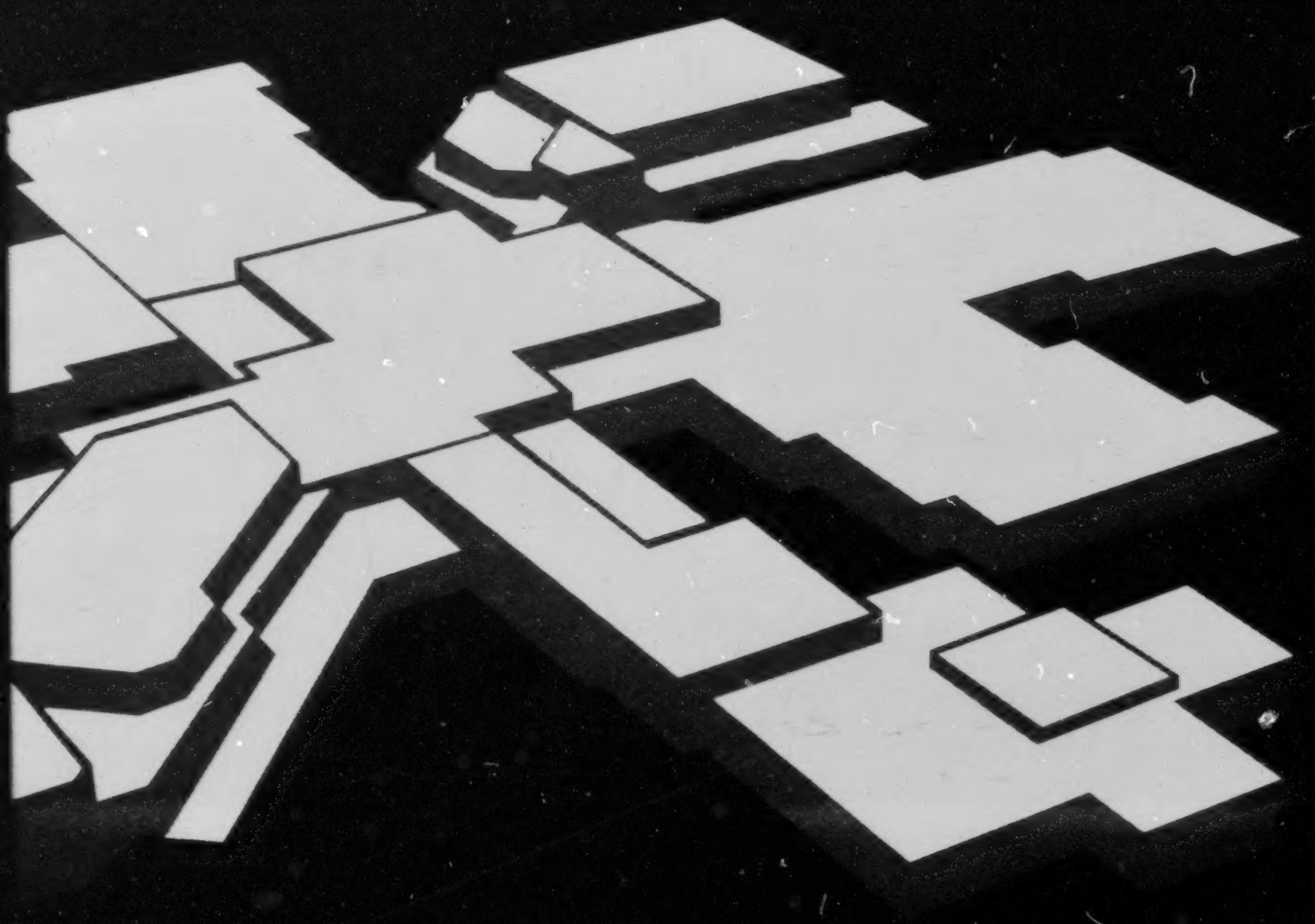

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Foreword

From its very founding this country has been engaged in a struggle between the preservation of individual rights and freedoms and the general welfare of society. Recognition of this basic conflict, which we are not likely ever to resolve, can be found in our Constitution, in our legislative activities, and in the division of power among our governing bodies. It manifests itself in the struggle between a centralized and a diffuse power allocation in the decision-making and implementation processes.

The frontier town of the early West, devoid of all but the most rudimentary governmental structure, appears to have come as near as any nonfamily social unit to achieving a balance in this struggle. Its efforts toward collective solution of its common problems were collaborative, voluntary, and flexible. It was driven by necessity and a relative poverty of resources. It was uninhibited by traditional self-protective power allocations. It was able to do what made sense in a way that made sense with the resources at hand. In the process it often achieved a degree of synergism that is lacking in today's community.

The town schoolhouse raised by this collaborative, voluntary process served as the center of community education. It also was a social center and the place in town where any collectively valued activity requiring the facilities it contained could be held. It functioned well in this way until the nonschool activities conducted in it began to threaten the ability of the school to be a school. Then the supremacy of the education of the young as the community's highest priority for use of the facility became operative, and the lesser valued activities were either driven from the schoolhouse to other sites or abandoned.

Americans have long insulated their schools from the influence and interference of other governmental units. The idea that he who controls education ultimately controls the nation has not only been recognized

but acted upon by the American people. Boards of education are most often fiscally independent of city governments. Even state superintendents and boards of education are more distinct from the general government than any other major department in the executive branch. Fear of interference has allowed and often caused schools to act unilaterally in establishing their programs. This freedom from external control of education programs has caused duplication and apparent inefficiency between schools and other governmental agencies seeking to solve a social problem.

Many citizens have maintained that the independence to seek the truth where it can be found, to use facilities without sacrificing convenience or flexibility, and to create an environment more conducive to traditional education than is usually found in the city is worth the extra money and loss of efficiency. Others are saying "not so" for reasons of economy. Still others are saying "not so" for reasons of education. It is the latter group that is bringing about the movement toward community education today.

The major focus of the proponents of community education is in the cities. Their theme is that education cannot be relevant unless it is as individualistic as the community it serves; it must be focused always to solve unique community problems. In the process, they believe, it will solve the individual's educational problems. They believe that education is only one important community function and that it can achieve its true promise only when supported and abetted by other community programs and activities that develop the community's human resources.

Community involvement is the key that turns on this desirable process. With it the community can learn to assess its needs, to review its resources, and to apply resources in a synergistic way to problems.

This book is important, to you and to your community. Read it and share it with community leaders. It not only explains community education as a concept, but it gives examples of communities where this kind of education is taking place today. At a time when resources are diminishing for education, educators everywhere should be seeking ways to augment their efforts with the efforts of others. Not only education, but society as a whole, will reap the benefits.

Paul B. Salmon
Executive Secretary

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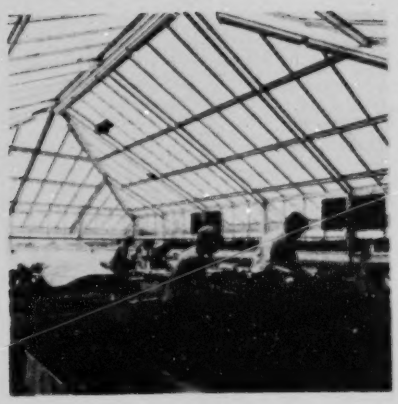
Other credits and identification of illustrations can be found on pages 93, 94, 95 and 96.

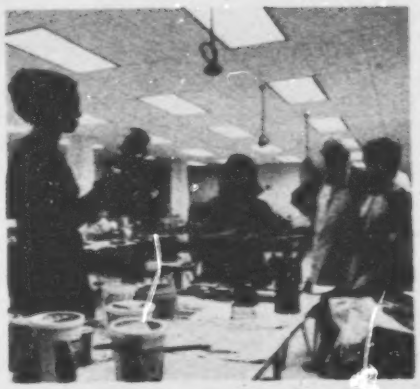
Dedicated to

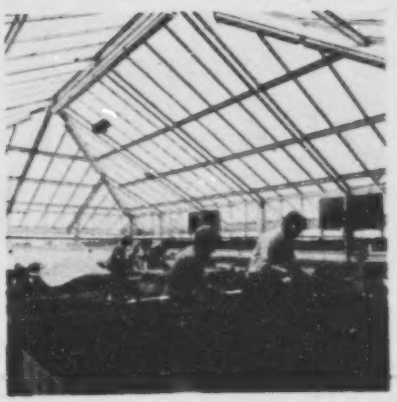
Robert M. Isenberg

Associate Secretary, AASA
February 1968–September 1972

and member,
AASA Commission on Community Education Facilities
March 1971–September 1972







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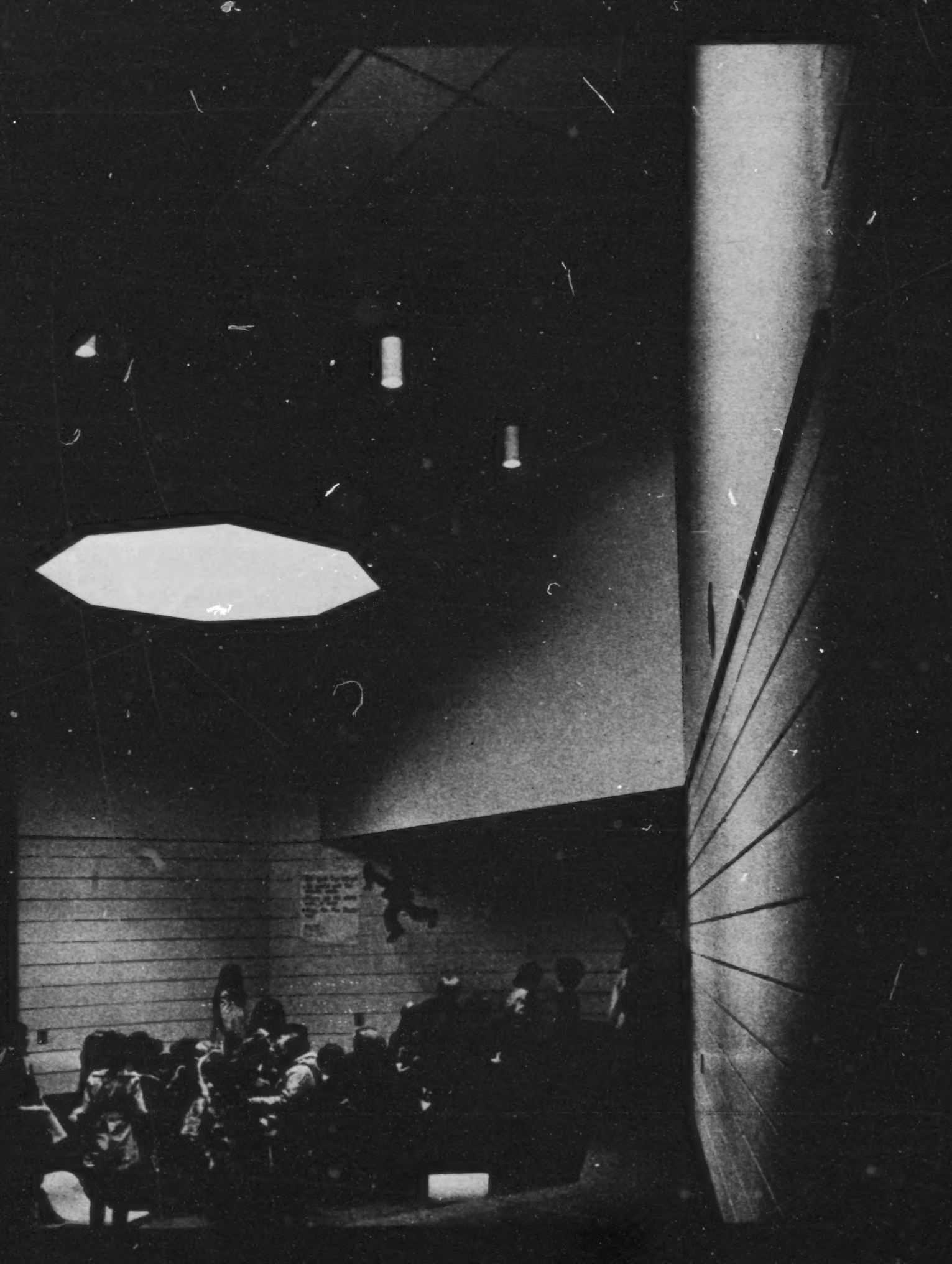

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The Setting

Community schools and community education facilities are almost as old as civilization. A cave and the surrounding setting served as the first one-room "community school," where mother and father taught son and daughter the techniques of survival, food procurement, and homemaking. An unanticipated stroke of lightning introduced the first "hot lunch" program, and adjacent territory provided the terrain and resources for community education. Community programs by and large were developed in order to survive the onslaughts of saber-toothed tigers or unfriendlies from far-off lands.

Over the years the world surrounding the original community school has changed almost constantly, with new forms of community education undergoing continuous development and adaptation. In the United States, log cabins, sod huts, and other one-room schools were being raised by local community groups until the early part of this century. In fact, a few one-room schools featuring potbellied stoves, leaky roofs, and outdoor plumbing are still in use in isolated sections.

Today's one-room community school, however, may well be a storefront, early childhood education and community center located in a high-density urban ghetto. Newly emerging community schools are being designed to serve people in an ever more complex and rapidly changing world—a world in which many people are looking back with nostalgia at what they believe to have been a simpler and more satisfying life.

Accelerated and dramatic changes in society have rendered the older forms of community education obsolete. Yet many recent educational trends are attempting to recapture some of the unique advantages of the schools of a bygone era. Close and personal contact between the school and the community, direct community participation in the operation of the school, adult education programs, little schools, and decentralization, for example, are old concepts being adapted to today's larger and more complex society.

The past decade has also witnessed many changes in school design. These educational and architectural changes have paralleled the rapid changes taking place in society. Educators, architects, and other community leaders are teaming together to plan new kinds of community schools, deriving their function and form from the rapid socioeconomic-political changes taking place in the world surrounding and being served by the school. Schools are returning to their original people-serving function. Community schools are being rediscovered, adopted, and adapted by the people they serve.

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If a community education facility is to be designed to serve th unique needs of each community, and if communities are experiencin rapid and dramatic changes, what then are the major components of changing world that have implications for future educational design Here are but a few illustrative examples:

- Rapid population and demographic changes
- Urbanization, megalapolis, and recycling
- Increased density of residential living
- Multiple-purpose and coordinated land use planning
- New forms and systems of transportation
- Increased mobility
- New discoveries in science and technology
- Continued growth in the gross national product
- Increased ecological and environmental problems
- New forms of centralization and decentralization of government
- Changing manpower needs
- Emergence of new leisure classes (old, young, affluent, unemploye uneducated, technically obsolete)
- Increased problems of mental health
- Increased demands for human rights
- Continued lag in human arts—communication and conflict resolutio
- Increased polarization and alienation of diverse cultural, economi and age groups
- Changing values
- Issues focusing on war and peace
- Acceleration in the rate of change
- Man's basic survival.

Among the more pervasive and insidious effects of this rapi changing world is the social-psychological-economic trauma creat by the crowding of large numbers of people into pockets of high pop lation density. The debilitating effects of personal dehumanization a most obvious in these areas, where survival is the prime concern of t inhabitants, where lifestyles have been significantly altered, and whe service agencies have become almost inoperative. Moreover, t science-technology-automation syndrome so prevalent in our futu oriented world has succeeded in molding a society that is disturbin

numbers-oriented, holding little brief for the personal experiences that are so important for adequate human growth and development.

The many overpowering pressures of the urbanization process have served to alert educators and other leaders to the need for dramatic new forms of community education. Specifically, the Commission identifies eight components that new forms of community education should include if they are to better serve a rapidly changing world:

- Humanization
- Individualization
- Community participation in planning and decision making
- Open school concept
- Cradle to grave education
- People-serving functions
- Coordinated cultural-educational-recreational-social services
- Increased options.

2
Catalyst for Change

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John F. Kennedy School and Community Center

Atlanta's John F. Kennedy School and Community Center was designed and built to serve a community that suffers from the blight and deterioration of the inner city. Opened for operation early in 1971, the center already has become a symbol of hope and inspiration for the people it serves and for many others who are concerned with the hardships of poverty.

Located on a school-park site, near an existing neighborhood health clinic, the John F. Kennedy School and Community Center houses a middle school and facilities to accommodate programs and services provided by more than a dozen community agencies—federal, state, county, city, and private. The programs and services are

An early national commitment to educate all people has been recognized through the years a the "magic" of the American way. Although thi always found expression in national policy, most up with an abiding faith in the power of education for all. In past years education was recognize instrumentality through which an upward mobilit guaranteed an ever-improving social and econom and society as a whole.

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An early national commitment to educate all the children of all the people has been recognized through the years as an important part of the "magic" of the American way. Although this commitment has not always found expression in national policy, most Americans have grown up with an abiding faith in the power of education to ensure the good life for all. In past years education was recognized as the process and instrumentality through which an upward mobility was achieved which guaranteed an ever-improving social and economic status for individuals and society as a whole.

These oversimplified and somewhat romantic assumptions have been questioned increasingly during recent years. The need to question them has become all too apparent as evidence mounts that education has not in the past and is not now doing the job that must be done if each individual is to achieve to his own satisfaction his full economic and social potential. It is probably true that public education is doing a better job today than ever before, but the fact remains that schools are not as good or as effective as they must be. How best to bring about the needed improvements will be a topic for continued urgent debate during the months ahead. All the specifications have not yet been written, but it is becoming increasingly clear that the design of future education patterns will not be simple.

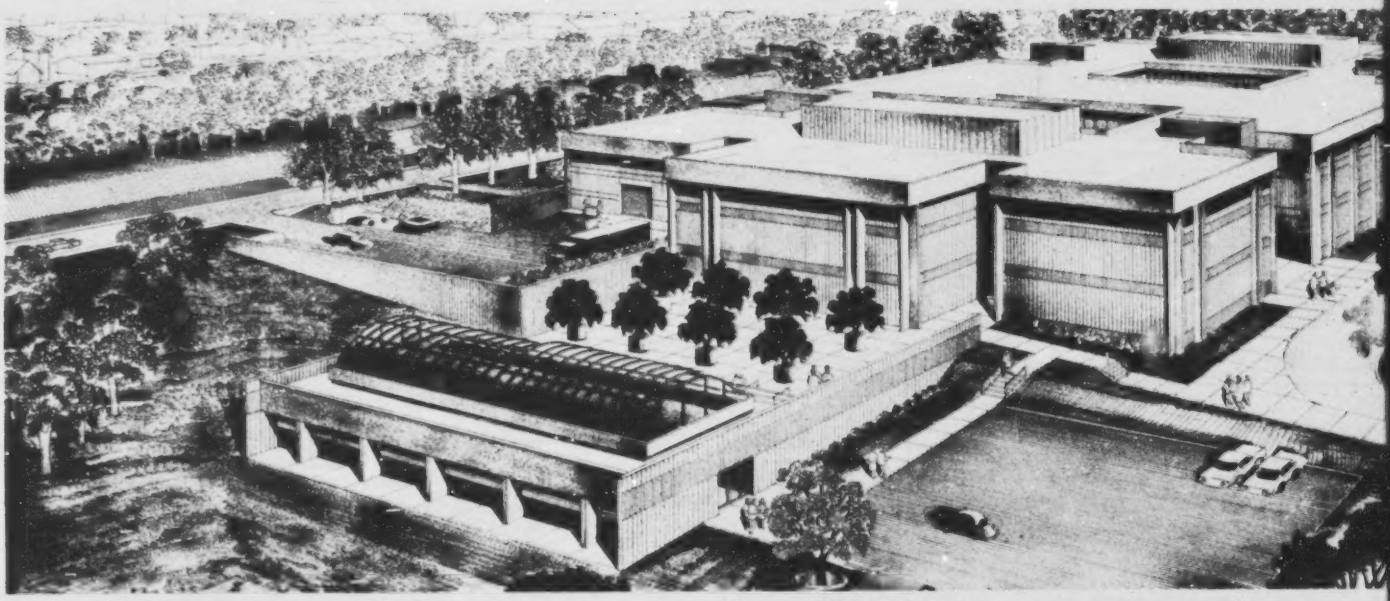
Many innovative programs have been undertaken in the recent past, but there is little evidence that even the successful ones have been generally implemented. Too frequently such programs have been viewed as interruptions which interfere with normal operation. Too often innovative efforts have been superimposed as something extra rather than incorporated as integral parts of the education process.

Unmet Needs

Generations of educators have stressed the importance of individual differences, yet artificial grade standards are still more visible than provisions for the individualization of instruction. The agricultural justification for the typical school calendar is no longer valid, yet schools continue to operate on a part-time basis. Urban areas are in desperate need of additional space for all kinds of educational, social, and recreational activities, yet many of these communities close and lock their school buildings and playgrounds at 3 p.m. For years there has been strong evidence that approximately half of the students in school do not progress as they should in a traditional academic program, yet relevant programs are still not available to these students, many of whom are doomed to failure.

Design for Change

How to move more rapidly toward the kind of education program



that will produce the results demanded by the world we live in is the question at hand. Pieces of the answer can be found in various communities—pieces we hope to put together to form a more complete design. Certainly a part of that design is the acceptance and use of the total community and total community resources as a means of accomplishing educational goals.

Just as there are many different communities in the country, each with its own unique needs and desires, so also are there many different concepts of community education. Community education and community schools have traditionally been highly localized, and they should be. Although there are many common elements in the various community education programs currently in operation, there is undoubtedly as much

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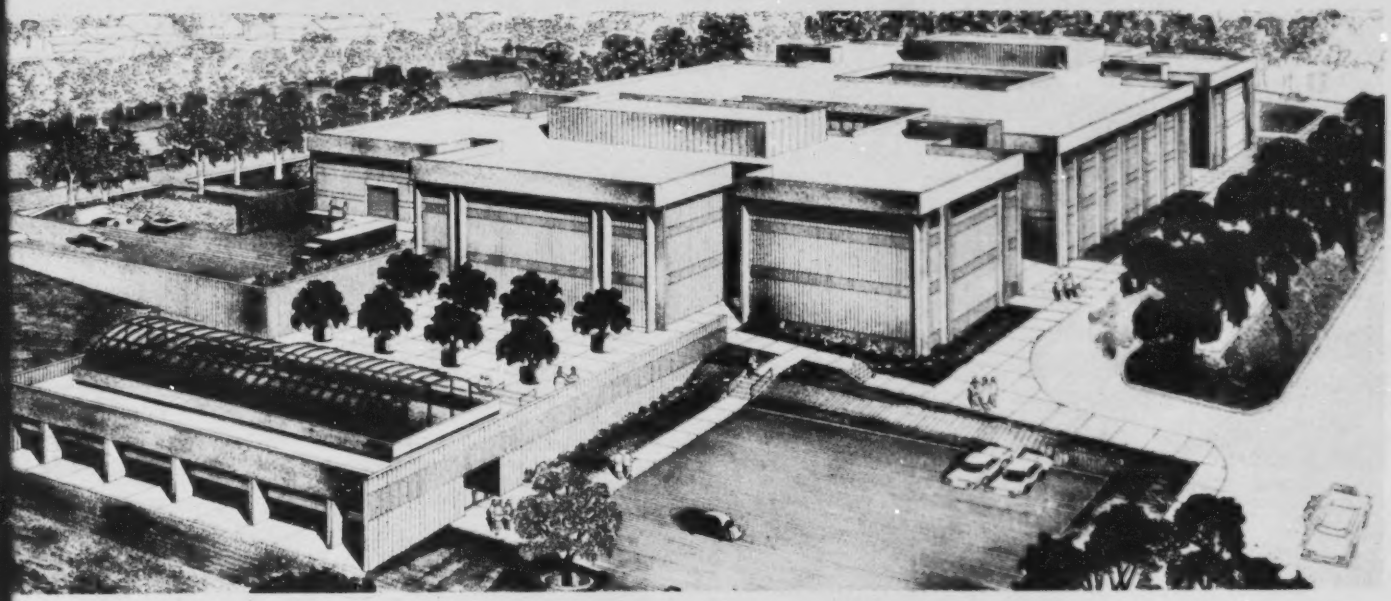

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operated simultaneously on a year-round basis. Some spaces are shared, but most agencies occupy their own spaces. The middle school (grades 6-8) occupies approximately 100,000 square feet; the community facilities, including agency offices, recreation facilities, and workshop areas, utilize an additional 125,000 square feet.

The design of the center was the result of extensive, cooperative planning efforts undertaken by many agencies, including the Atlanta Housing Authority; Atlanta Parks Department; Atlanta Public Schools; Economic Opportunity Atlanta, Inc.; Fulton County Department of Family and Children Services; Housing Code Division, Atlanta Building Department; Senior Citizens Services; Planning

Department of the City of Atlanta; Georgia State Department of Education, School Plant Services; Vocational Rehabilitation Division of the State Department of Education; Georgia Department of Family and Children Services; and the Department of Housing and Urban Development. The new structure stands as an example of what can be accomplished through cooperative effort. Its operation to date has already proved that a large number of agencies can share facilities and coordinate service programs.

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A Viable Program

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variety as commonality in the scope, purpose, organization, administration, and operation of the programs. In the final analysis, however, all community education programs are based on a common belief: the school exists to improve the community of which it is a part and consequently to strengthen society as a whole. Therefore, many existing barriers to social and economic progress can be removed if the school and community consolidate their efforts and resources.

As one community school educator put it, "The community school philosophy is based on the premise that citizens and educators can work cooperatively, if not harmoniously, toward resolving their common problems."[1] Thus, although there are no universally applicable specific aims of community education, it can safely be said that the various programs differ chiefly in comprehensiveness.

A Viable Program

As with so many good ideas, it is much easier to visualize a viable program of comprehensive community education than it is to organize, develop, and operate one successfully. The characters of communities differ so greatly that there is no single best form of community education. Neither is there one organizational or administrative approach that will serve all situations well. Future-oriented educational thinkers and planners conceptualize community education as situational, pluralistic, and both evolutionary and revolutionary in nature.

Although it is a movement rather than an establishment, and although it can be many different things in many different locales, modern community education is almost universally rooted in one common philosophic base. That base is a belief not only that education should be responsive to and an integral part of total community life, but also that educators should provide leadership and assistance as communities seek to meet their needs and solve their problems—intellectual, social, economic, physical, and political. Thus, the modern community educator is idealistic enough to believe that solutions to human and societal problems exist, realistic enough to believe that solutions may be found through effective utilization of existing resources, and pragmatic enough to recognize that only solutions tailored to current and specific problems will meet the needs of the community.

Just as all philosophies are concerned with "the good life," so is the philosophy of community education. Modern community educators believe that a good life can be achieved by all Americans regardless of race, sex, age, social and economic background, or political or religious persuasion, provided that all the individual groups and agencies within, accessible to, or having an effect upon individual communities join forces. They believe that only through such cooperative effort can the real needs, wants, and problems of the community be identified and

[1] Douglas, Leonard. "The Community School Philosophy and the Inner-City School: A Challenge for Citizens and Educators." *Urban Education* 5:332; January 1971.

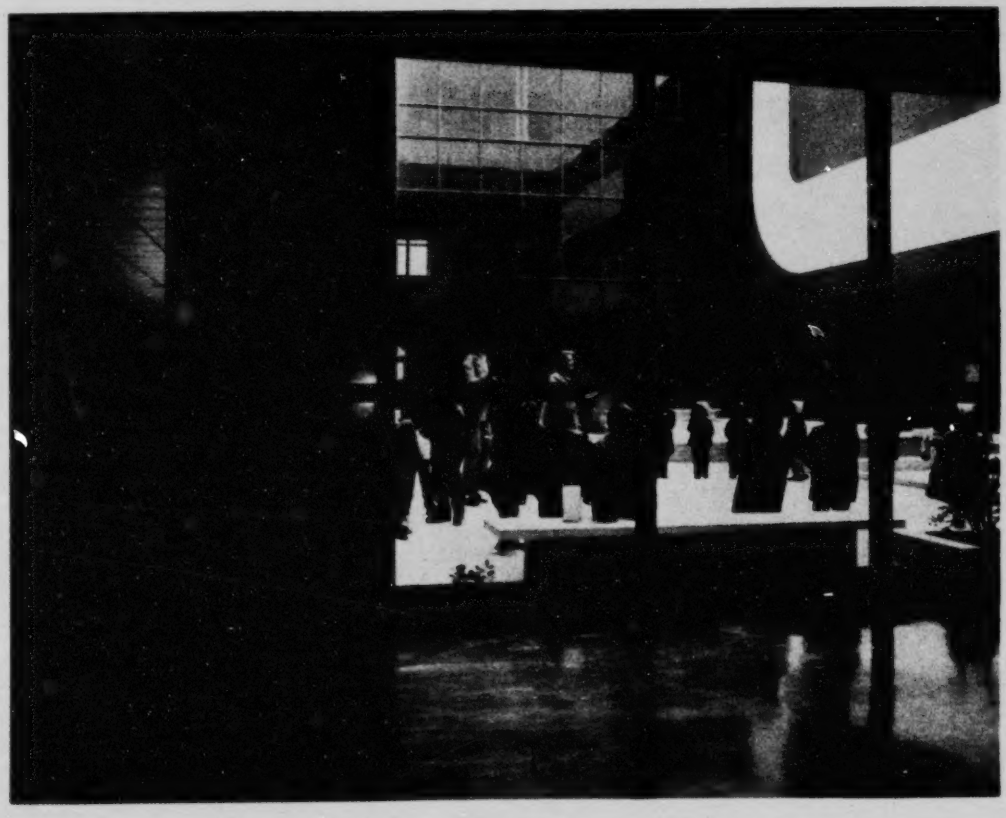
appropriate programs of community education and service developed and implemented.

The modern philosophy of community education demands that education be viewed as a process of improving intellectual, social, and physical behavior. All activities and services that can further that end are in fact educational. It is, therefore, both appropriate and justifiable that educators take the lead in marshalling all the resources that can contribute to the development and operation of effective and comprehensive programs of community education.

Of, For, and By the People

Community education in the past has consisted largely of programs either to educate people about the schools or to instruct them in the schools. In other words, such community education as has existed has placed the major emphasis on the school rather than on the community. This, of course, accounts for the fact that the term *community school* is quite frequently considered synonymous with *community education.*

Modern community education philosophy requires an expansion of the community school into a comprehensive community service center of which the school itself is only a part. The center must draw upon all its resources—people, institutions, organizations, and business—for planning, operation, and sustenance. Education and service must be



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- **Activities for senior citizens**
- **Adult basic education**
- **Area I superintendent of schools**
- **Child day care services**
- **Community action program**
- **Educable mentally retarded programs**
- **Employment, job training, and counseling services**
- **Housing and home management services**
- **Housing relocation services**
- **Housing code services**

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The following services and programs are provided separately or jointly by various agencies:

- **Activities for senior citizens**
- **Adult basic education**
- **Area I superintendent of schools**
- **Child day care services**
- **Community action program**
- **Educable mentally retarded programs**
- **Employment, job training, and counseling services**
- **Housing and home management services**
- **Housing relocation services**
- **Housing code services**
- **Legal aid**
- **Middle school program (grades 6-8)**
- **Municipal information services**
- **Pre-kindergarten program**
- **Recreation**
- **Sheltered workshop for trainable mentally retarded**
- **Social security program**
- **Vocational education program**
- **Vocational rehabilitation program**
- **Volunteer community service programs**
- **Welfare casework services**
- **YWCA activities**

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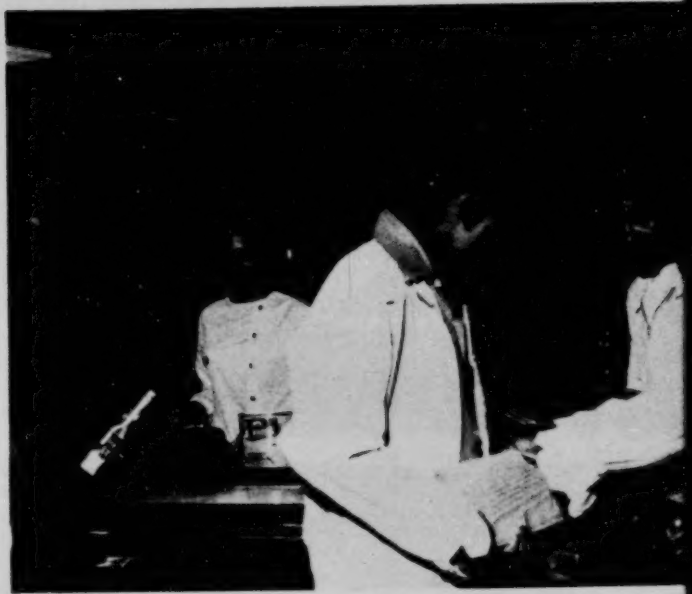


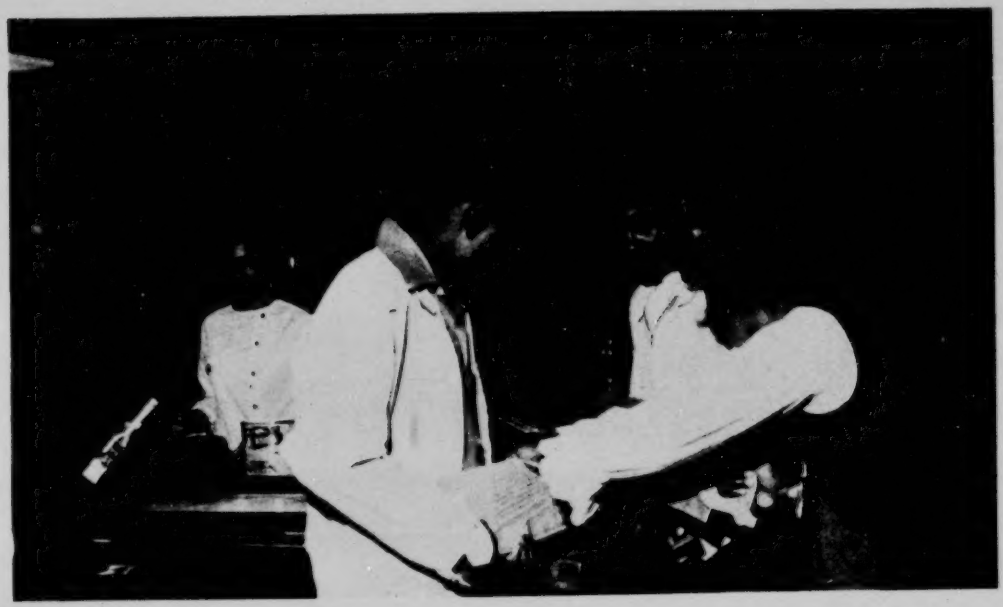
Operation

The Atlanta Public Schools, in its effort to expand community schools, assumed leadership in planning the project from the beginning. The impetus came from the belief that by itself even the best educational effort would not succeed, and that if all available resources were brought to bear on the problems of the whole family, then the efforts of all agencies—especially schools—would be made more effective and increase the probability of success. The possibility of a HUD grant through the Neighborhood Facilities Act made the construction cost seem feasible initially. When local school bonds and HUD funds were found insufficient, a local private foundation grant provided the final needed sum. It was agreed that all other participating agencies would not contribute to the initial cost of the building, but would share plant operating expenses on a pro rata formula based upon square footage of space occupied.

available to the people through educational radio and television, extension workers, visiting teachers, and other means of outreach, with the community center serving as only the hub or home base. To be effective, community education must be taken into the homes, clubrooms, churches, and youth and adult hangouts, rather than serving only those who are able and willing to come to a school or center. As a matter of fact, one reason the community school movement has had so little impact to date is that those members of the community who most need education and services of all kinds are the very ones least likely to go to school looking for them and the least likely to be involved in planning programs relevant to their needs.

Working together on problems of mutual concern in the development of community educational programs can often create a community where none previously existed. The impersonal climate in many city neighborhoods has undoubtedly exacerbated various kinds of local problems. As people come together to consider ways of improving their lot in life, their association creates a sense of belonging. New resources in the community are "discovered," new opportunities open up, and true community spirit, previously unknown, develops. Community identity emerges, and the educational program is enriched through many avenues not leading to the schoolhouse door. The community itself, with all its people, institutions, agencies, businesses, and terrain, is the school.

A keystone of this new and expanded concept of community education is the acceptance of broader responsibility by boards of education and educational administrators. They provide the expertise and leadership needed in working with all agencies, institutions, and citizens of the community in the design and implementation of programs and delivery systems at whatever places and in whatever ways will most effectively meet the total educational needs of the community. To accept this



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responsibility is a big step. If taken, it means that boards of education must *be* that, and not mere school boards, as they are so frequently and accurately called. Nor can chief educational officers be just superintendents of schools. Rather, board members and administrators must accept the improvement of society as a prime function of public education. They must recognize that such improvement can come about only through a total uplifting—social, economic, intellectual, physical—and total involvement of all of the members of society, not just children and youth.

The new and expanded concept of community education recognizes that people belong not only to many "communities" (neighborhood, precinct, ward, city, etc.) but also to many subcultures that may actually function as communities. It also recognizes every individual's unique needs and desires and potential for contributing to community improvement. It is, after all, from a blending of collective individual needs, desires, and potentials that those of a community evolve. Thus modern community education, through cooperative programs of education and service, attempts to narrow the social, economic, and intellectual gaps between individuals, groups, and communities. At the same time it tries to preserve the unique cultural heritages of the individual communities within the larger and more pluralistic one. Only in this way can it strengthen the "community" at all levels and increase the individual potential for geographic and social mobility within the larger city, state, national, and even international community.

The final facility costs, to
were shared on the following l

School bond funds

Private local foundation fu

Federal neighborhood fac
grant (HUD)

Each tenant agency ope
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Sources of funds for the
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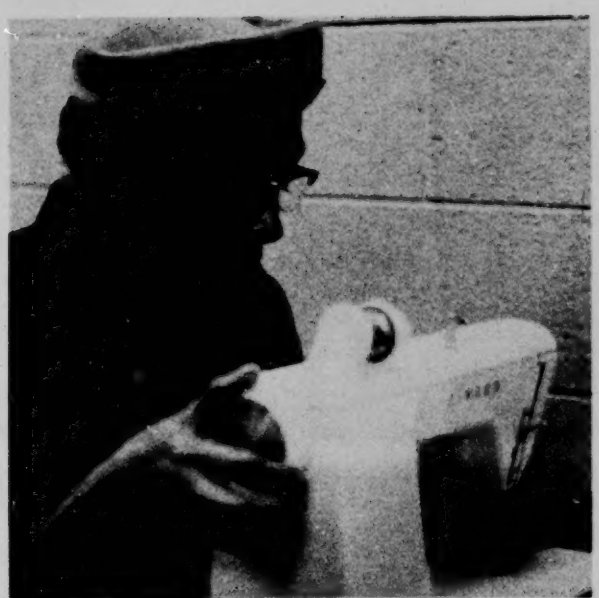
various programs.



Center Agency	FUNDING AGENCY Federal	State	County	City	Scho
JFK Middle School	X	X			X
Dept. of Family and Children Services	X	X	X		
Rehabilitation Services	80%	20%			
Girl's Club	X(IV-A)				
Social Security Administration	100%				
EOA Service Center	X	X			
Housing Authority	66⅔%			33⅓%	
Parks and Recreation	X			X	
YWCA					
Senior Citizens	X				

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and social mobility within the larger city, state,
national community.

The final facility costs, totaling $5.5 million, were shared on the following basis:

School bond funds	**65 percent**
Private local foundation funds	**11 percent**
Federal neighborhood facilities grant (HUD)	**24 percent**

Each tenant agency operates its program through its own individual budget. The costs of maintenance, cleaning, electricity, gas, and security are funded from one budget shared by all, but each agency pays its own employees, as well as the cost of telephones, furniture, equipment, and supplies.

Sources of funds for these program operations include a wide variety of federal, state, and local agencies, blended in various proportions according to the type of service rendered. Most programs have some type of categorical federal aid funding. The table below indicates the variety and blending of the six kinds of agencies that fund various programs.

Center Agency	FUNDING AGENCY Federal	State	County	City	School	Private
JFK Middle School	X	X			X	
Dept. of Family and Children Services	X	X	X			
Rehabilitation Services	80%	20%				
Girl's Club	X(IV-A)					X (United Appeal)
Social Security Administration	100%					
EOA Service Center	X	X				
Housing Authority	66⅔%			33⅓%		
Parks and Recreation	X			X		
YWCA						X (Community Chest)
Senior Citizens	X					X (United Appeal)

The Atlanta public school system employs the director and administers the facility. Annual lease agreements, approved by the superintendent of schools, are executed with each cooperating agency. They grant the agency the right to occupy its space and operate its program, and specify an estimate of its share of plant operation cost.

The community school director's office provides liaison between the members of the community and the programs offered at the center. Among the director's duties is the scheduling of spaces for efficient use by agencies housed in the center.

Community Involvement

Involvement of the people in the community gives some assurance that necessary changes can and will be made in programs, in services, and even in the kinds of agencies the center houses. Each agency has an advisory committee composed of residents of the neighborhood. Members of these committees meet with agency administrators on a regular basis to ensure that programs are changed and new ones initiated to meet current needs of the community.

In addition, an advisory committee of laymen and administrators representing each cooperating agency meets on a regular basis with the director to help with the larger and more difficult problem of coordination of services.

During the center's first year of operation no major problems were encountered, and all minor ones were resolved. One or two agencies were late in getting programs under way because of operating budget problems. One agency was un-

The Evolution of Community Education

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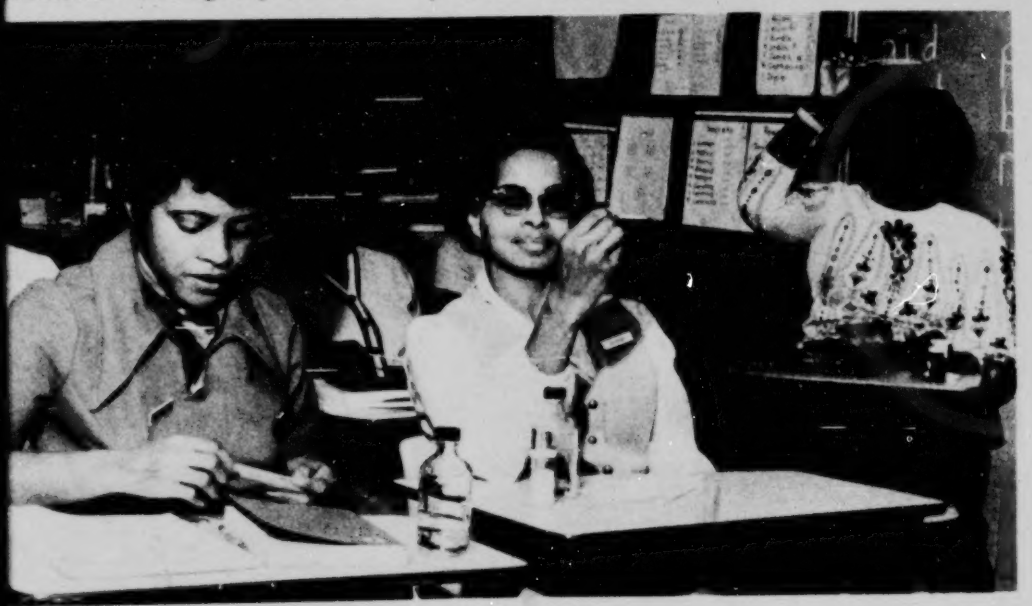
The Evolution of Community Education

Even the most cursory examination of the history of education in the United States reveals that the concept of organized education as a major force in community betterment and societal improvement is far from new. In fact, over the past sixty or seventy years many people have tried to define community education and to describe the community school as it should be. Their efforts have revealed that (a) community education is almost limitless in form and scope, and the community school can properly serve as-yet-unimagined functions, and (b) whatever form and scope community education takes and whatever function community schools serve, the form, scope, and function must be based on efforts to help people improve the economic, social, and cultural conditions within their communities.

Educational and social commentators began to define the need for what has come to be called community education in the early 1900's. For example, Cubberly reported that the new social, economic, and political forces which had such an impact on life in the United States



following the Spanish-American War, along with a newer concept of what should be the nature, purposes, and scope of public education, had caused people to see the value not only of universal education for children and youth, but also the desirability of offering educational opportunities and advantages to adults regardless of age or citizenship status.[2]

Out of such reasoning was born community education and the community school in the more modern, formal sense. But even so, this new type of education was, in fact, really an expansion and redefinition of a concept that was as old as public education in the United States.

The first American public schools, founded on the notion that society could be uplifted only if its individual members were helped to achieve their maximum potentials, were community enterprises in the strictest sense. Organized, staffed, housed, operated, and maintained through cooperative community efforts, the earlier schools were almost totally responsive to perceived community needs. Even though the formal curriculum was largely restricted to the three R's, it reflected the mores of the community. Instruction was nongraded, and student bodies often included young adults. School calendars were carefully arranged so as to be most convenient to the community, with planting and harvesting seasons carefully avoided. Schools were in session during the hours that would least conflict with milking, feeding livestock, and other such daily chores.

Most contemporary educators will recognize many elements of modern community education and community schools in the accounts of the organization and operation of the first public schools, especially those in rural America. Most of those schools—which were often on donated land—were housed in one-room structures constructed with labor and building materials provided by residents of the school community. The teachers were paid with funds raised through voluntary contributions and locally imposed fees. Often families who had little hard cash made their contribution toward support of the school by providing lodging and meals to the teacher.

The one-room schoolhouse in early America served as a civic, social, cultural, and recreational center. It was there that dramatic and musical presentations were made; pie suppers, folk dances, and other social events were held; community issues were settled; circuit-riding judges held court sessions; and elections took place. Schoolhouses often served as meeting places for sewing circles, reading clubs, fraternal orders, veterans organizations, and churches.

People turned to the schools for all sorts of services. Since the bulk of the population was illiterate, the local schoolmaster or schoolmarm wrote and read letters, settled arguments, and generally served as a consultant and arbitrator on community matters. During times of disaster, emergency, and alarm, schools in farm areas, villages, and small towns have at various times been pressed into service as emergency

[2] Cubberley, Ellwood P. *Pubic Education in the United States.* Revised edition. Boston, Mass.: Houghton Mifflin, 1934. pp. 595-97.

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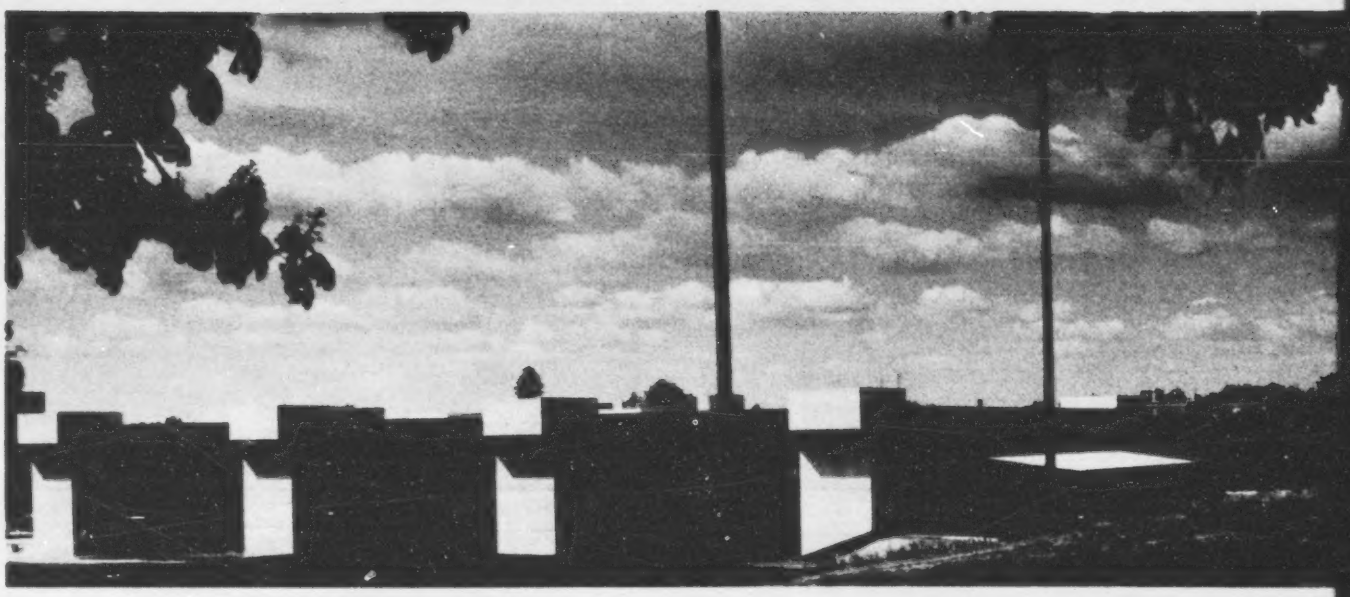
able to occupy all the space originally reserved, but another used the extra space. At present there are other agencies that would like to be included. Space will be made available to them as other programs are phased out or reduced.

The success of the center can be attributed to the affirmative response and involvement of the agencies and the people of the community, and to the leadership of administrators sensitive to the needs of people. Evaluating the operation to date, Atlanta officials believe that the center is well on its way to fulfilling the purpose for which it was created.

A large swimming pool addition is now being planned. It will be shared by the school and the City Department of Parks and Recreation. The Parks Department is taking the initiative through an application to HUD and the Legacy of Parks program to construct the pool. Further site expansion and development is also being planned by the Parks Department.



Thomas Jefferson Junior High School and Community Center

The Thomas Jefferson Junior High School and Community Center in Arlington, Virginia, is a combined-use facility operated by the county public schools and the county recreation commission. They joined forces initially because the 26-acre site on which the center is located was the last parcel of open space in the densely populated jurisdiction, and both the county schools and the parks commission hoped to acquire it. Through cooperative planning and concurrent, mutually supportive bond issues passed by a large majority of the taxpayers, the public schools and the parks commission together were able to create a facility to serve people in the county which neither of them could have accomplished alone.

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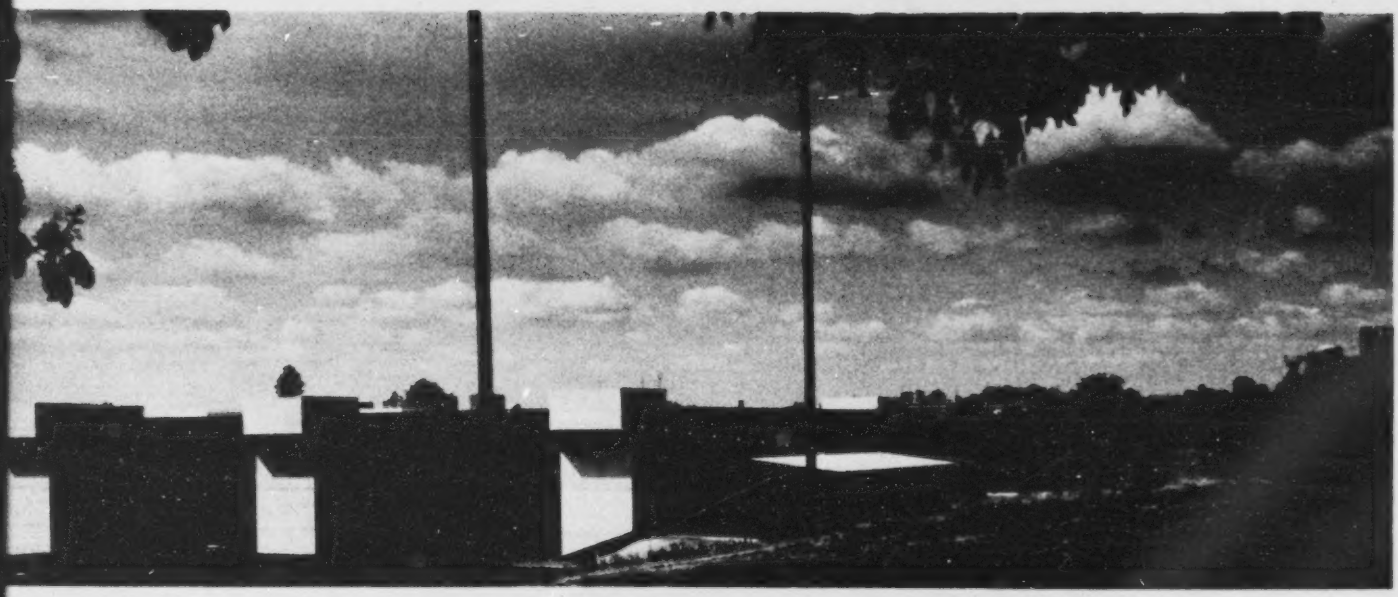
As the nation became more and more urbaniz as technological advances were made, and as com became easier, the basic curriculum was expanded studies, science, and similar subjects, and later occupational courses, home economics, music, ph other types of training considered necessary for demands for universal, comprehensive, and unif increased, people came to recognize that a mor the operation of the schools was needed. Real governments exist to provide services that can b collective and cooperative basis, the people ultim ernments at various levels to assume responsibili organized education. Consequently, education be of local government, but with states assuming resp support and implementation, and the federal gove larger role.

As a result of governmental acceptance of r education, the district form of public school orga by the mid-1800's, especially in the eastern cities. school districts were organized on a ward basis, by law to "call a meeting, organize a school distr erect a school building, employ teachers and v to maintain the school, elect its own board of s control and supervise its school." [3]

[3] *Ibid.*, p. 316.



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As the nation became more and more urbanized and industrialized, as technological advances were made, and as communication and travel became easier, the basic curriculum was expanded, first to include social studies, science, and similar subjects, and later to include career and occupational courses, home economics, music, physical education, and other types of training considered necessary for productive living. As demands for universal, comprehensive, and uniform public education increased, people came to recognize that a more formal structure for the operation of the schools was needed. Realizing that democratic governments exist to provide services that can best be provided on a collective and cooperative basis, the people ultimately called upon governments at various levels to assume responsibility for and control over organized education. Consequently, education became a major function of local government, but with states assuming responsibility for its overall support and implementation, and the federal government playing an ever larger role.

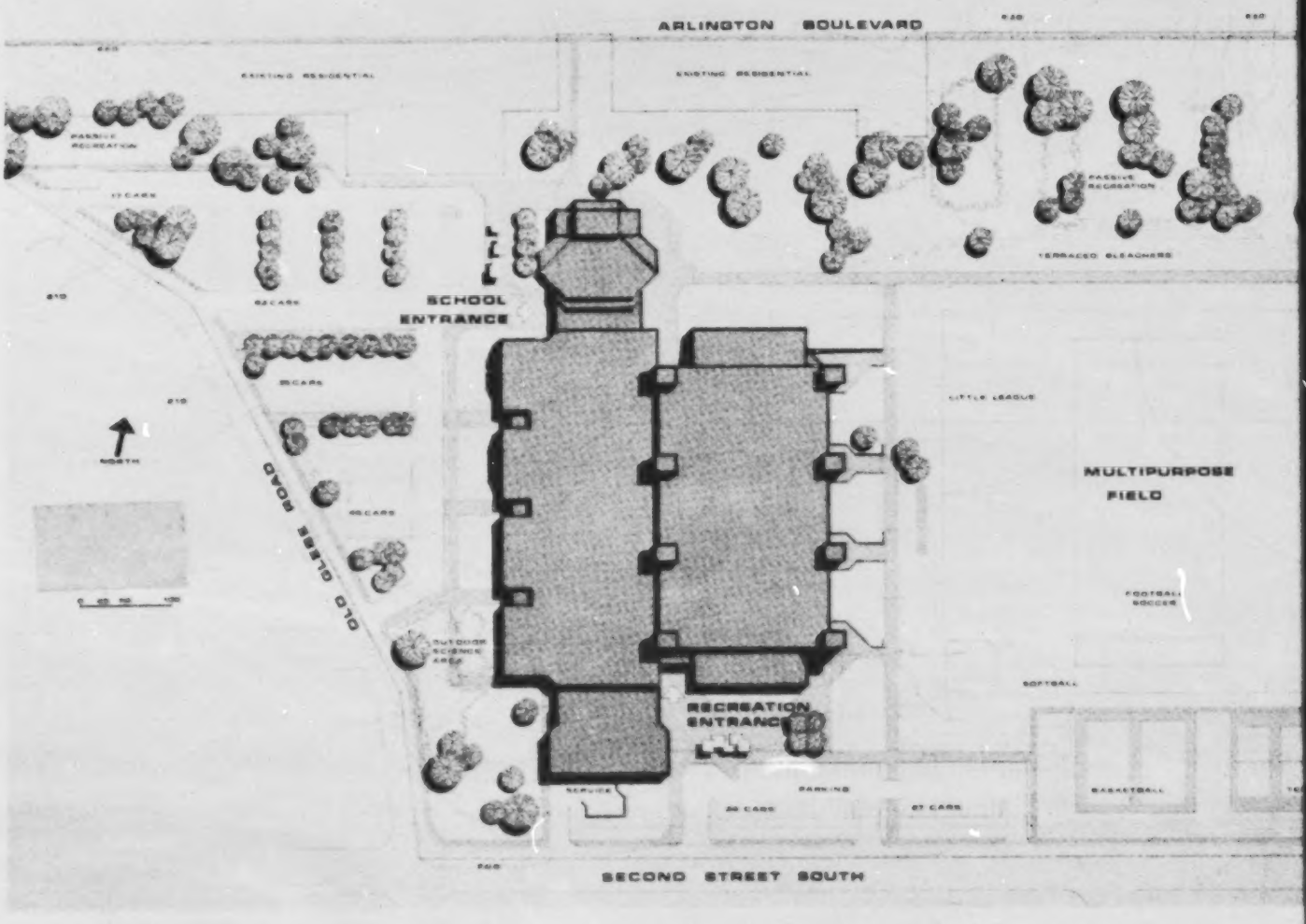
As a result of governmental acceptance of responsibility for public education, the district form of public school organization was prevalent by the mid-1800's, especially in the eastern cities. In many western cities, school districts were organized on a ward basis, with citizens permitted by law to "call a meeting, organize a school district in the ward, vote to erect a school building, employ teachers and vote to tax themselves to maintain the school, elect its own board of school trustees and to control and supervise its school." [3]

[3] *Ibid.*, p. 316.

Obviously, this latter type of school organization lent itself to the retention of the school as a community institution. But, as cities became larger and the number of wards increased, such diversity became less acceptable to the people, especially in cities where some wards had schools and others did not. Consequently, city boards of education were ultimately created and administrative officers were employed to unify and supervise education in the western cities as well. Such centralized control of education became so powerful and unresponsive, however, that several early educational leaders (e.g., Carter, Mann, and Barnard) had to advocate legislation limiting district rights and authority.

In the more rural areas, school districts were generally organized along county lines. Township school districts were created in some states after a fashion similar to the ward districts in the cities, but just as the ward districts were absorbed by consolidated city districts, so most township schools were ultimately placed under the jurisdiction of county boards of education.

As the control of the schools became less and less a community



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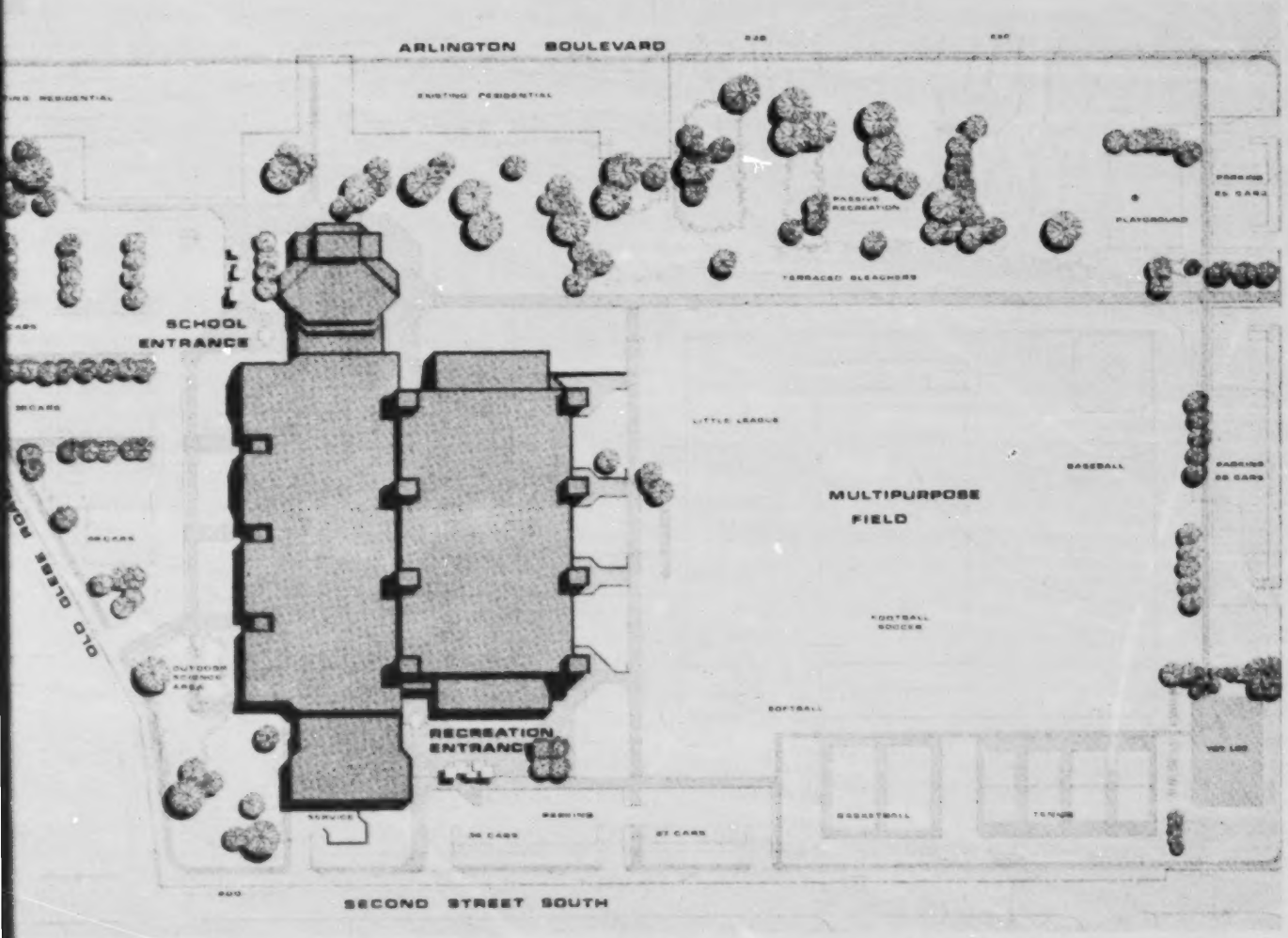

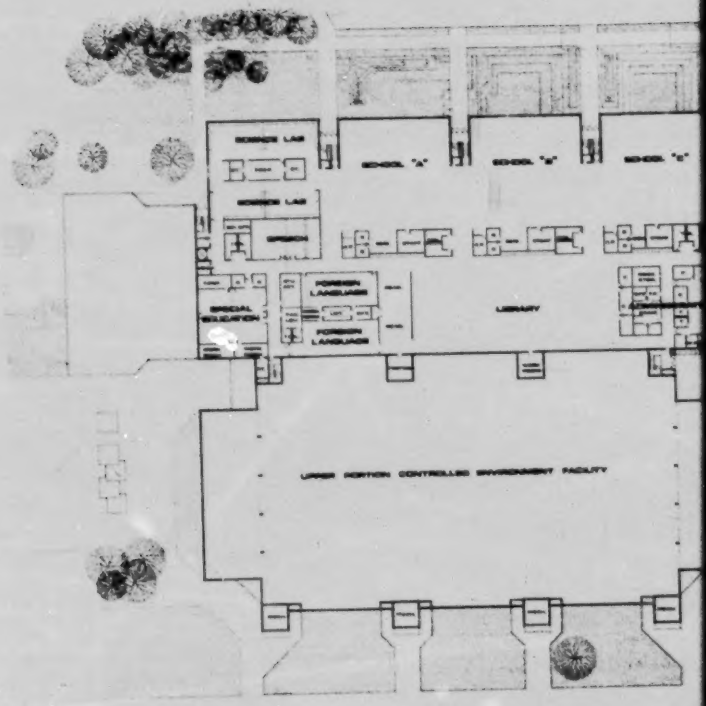

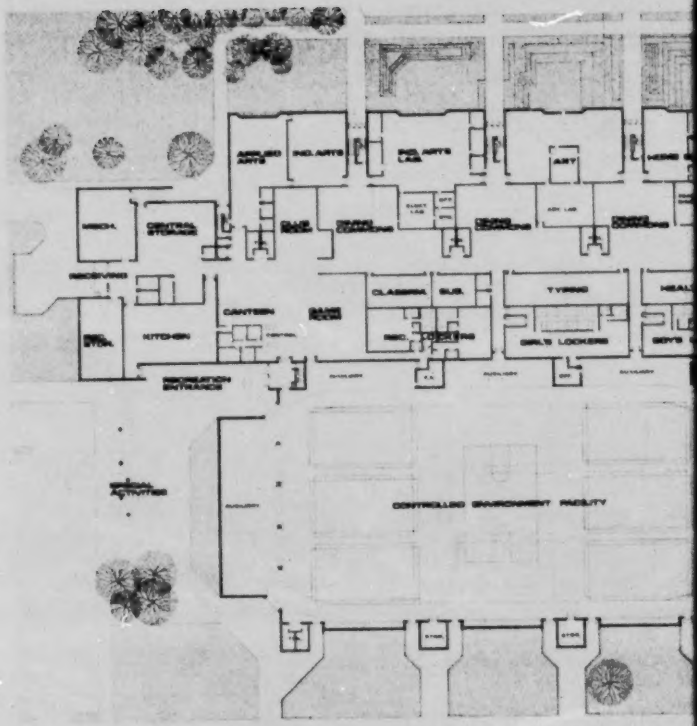

TJ, as it is popularly known, serves (a) 1400 students in grades 7, 8, and 9 in three academic houses, and (b) all county residents in a community recreation center that includes club and game rooms, locker rooms, and dining facilities. It also provides combined-use areas in its "controlled environment facility" and performing arts area. The arts area has an auditorium with a more sophisticated stage than any other school in the county has, made possible by the sharing of costs between school and recreation agencies.

The project has been a joint venture all the way. A planning charrette involved school administrators, teachers, students, recreation specialists, psychologists, parents, and other citizens. During planning and construction, the school department assumed responsibility for managing the project because of its experience in handling building projects. The parks commission took responsibility for grounds work. And the public works department provided its expertise when road and sewer work was needed.

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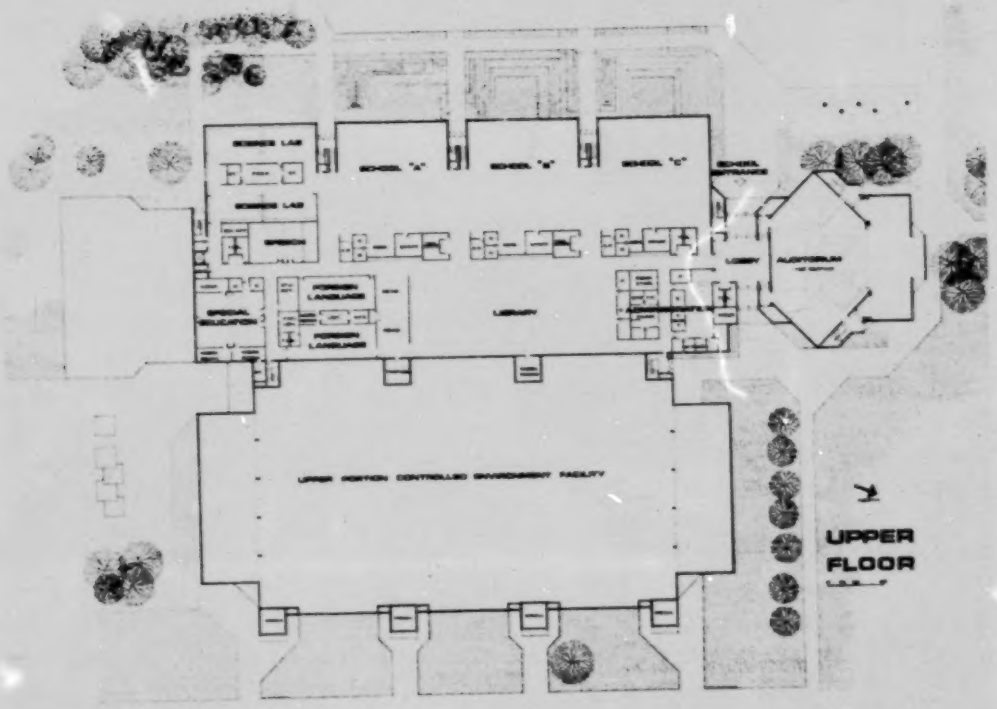

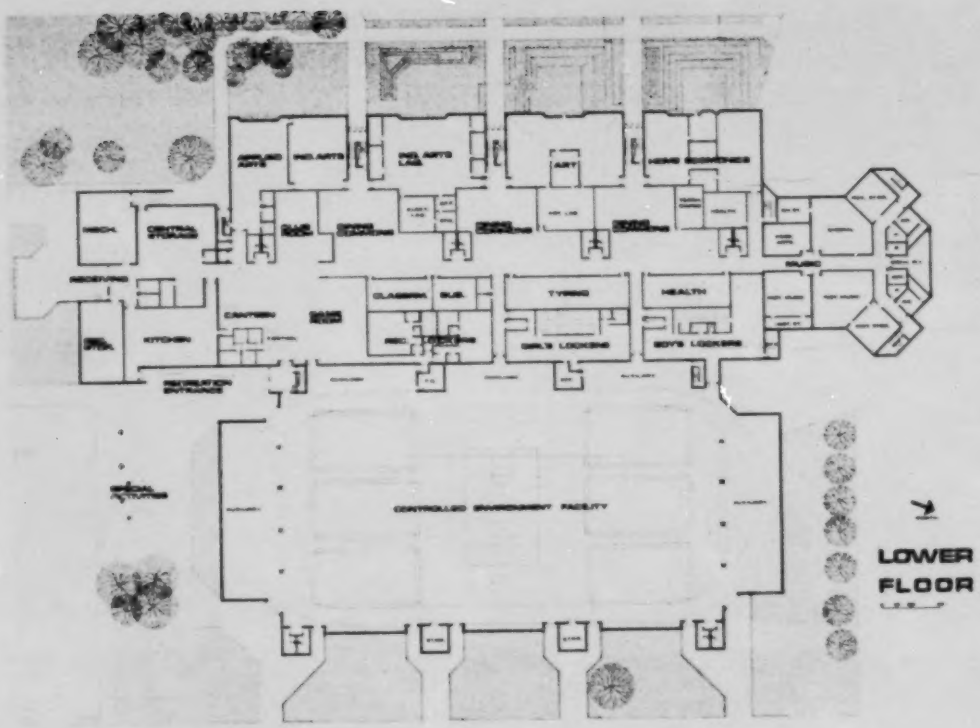

matter, as formal education became more specialized, and as teaching and school administration were taken over by "professionals," educational programs became more structured and compartmentalized. The philosophy of idealism (or, at best, realism) prevailed, and the schools tended to become less and less responsive to the unique needs of individuals and of the communities in which they were located.

To be sure, in many rural and semirural and some urban areas the schools continued as community-oriented institutions well into the twentieth century. However, since the late 1800's, such schools have become increasingly rare. In fact, most school buildings in the cities then and now remain open only during formal school hours and otherwise are closed even to students. Consequently, as early as 1900 there was widespread dissatisfaction with the public schools, especially with their increasing remoteness from and apparent disregard for the communities they served. This dissatisfaction was not limited to the curriculum, but extended to the physical facilities themselves—which generally consisted of a series of boxlike classrooms and perhaps an office and were consequently not suitable for extensive community use.

Beginning around 1900 there was mounting pressure to transform the school building from one that housed a day school to one that would be usable as a community-life center. Much of the impetus for the movement resulted from a widely recognized need to better train people, young and old, for citizenship. By the beginning of the economic depression of the 1930's community-center activities were conducted in school buildings in hundreds of rural school districts. As new schools were constructed and old ones remodeled, assembly halls, gymnasiums, libraries, laboratories, shops, play rooms, and even swimming pools were added, in efforts to make the buildings more suitable for comprehensive school programs and for community use.

The logic behind these radical changes is well summarized in the following account:

> As this more extensive and more expensive equipment has been added to the schools; as the need for new efforts to assimilate the new classes in society has become evident; and as an increased participation in the functions of government through the initiative, referendum, recall, primary, and women's sufferage has come about, along with an increasing cosmopolitanism in our people; the demand has come that the public school, as the one great, active, unifying, non-racial, non-political, non-sectarian force in our national life, should take upon itself a new service and make of itself a center for the formation and education of community sentiment. As the school plant already belongs to the people, it has been demanded that it be put to a more constant after-school use for the benefit of the community about it.[4]

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[4] *Ibid.*, p. 596.

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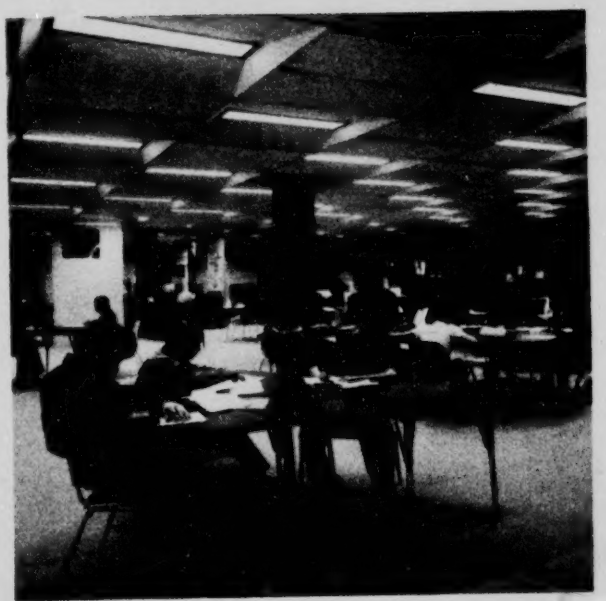

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Recent Developments

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[5] *Ibid.*, p. 597.

The same reporter went on to say that "the aim has been to make the public school building a center for the life of the community; to extend the work of the school into the homes, and thus influence the civic and social welfare of the people; and to broaden the popular conception of education by making it a life-long process." [5]

Closed Doors

How ironic, then, that many of the physical plants which were supposedly built with such concern for total community welfare are today shut off with chain link fences, barbed wire, and padlocked gates, and opened only during hours when formal instruction is being offered to the children and youth of the community—roughly one-sixth of the hours in a year. How unfortunate that those very edifices which represent a unique form of human equality—the equality of opportunity for each person to achieve his or her maximum potential—are more often than not inaccessible to those who perhaps need them most.

This inaccessibility has not resulted from indifference or callousness on the part of education and community leaders, or even from a lack of recognition of the need for "humaneness" in the program, but rather from the same increasing population and rapid technological advancements that led to more highly structured units for the governance of education and ever-increasing demands for expansion of formal programs. Consequently, neither sufficient personnel, time, nor money was devoted to community needs other than the formal education of children and youth.

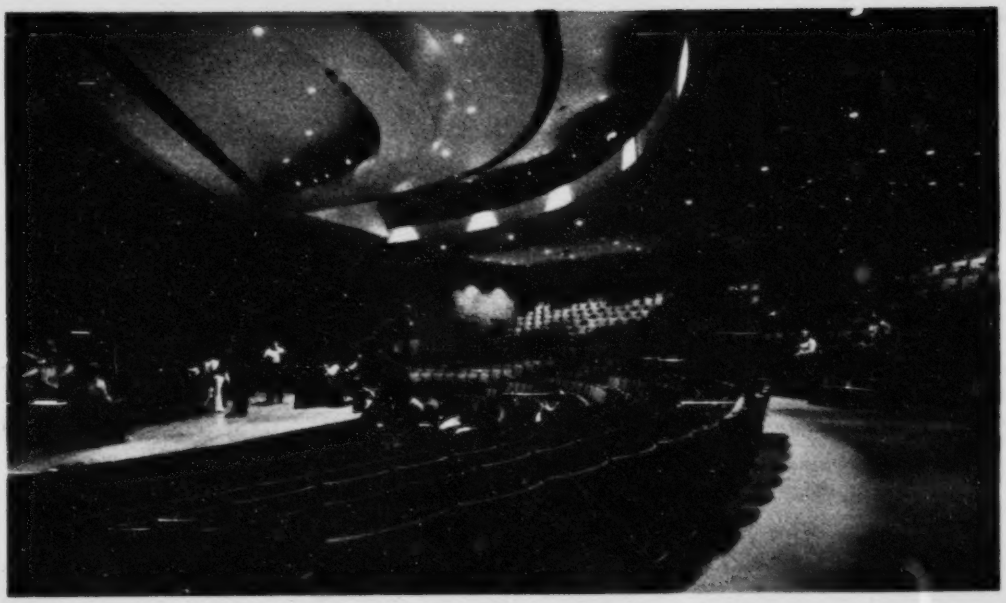
Even as most schools have become more and more cut off from the public, many educational and social philosophers have persistently advocated programs of total community education and the adoption of the community school concept. There has been some scattered response to their pleas, most notably in rural Appalachia, the Southwest, and Flint, Michigan, and in Italian-American, Chinese, Black, and other ethnic ghettos in some of the larger cities. Even in those areas, however, the impetus for community schools seems to have come from such crises as the economic depression of the 1930's.

Following that same pattern, the political crises, social unrest, and economic problems that marked the 1960's have led to a renewed and intensified interest in community education. Increasing attention is being given to the community school concept in such diverse places as Arlington, Atlanta, Hagerstown, Jacksonville, New Haven, Philadelphia, Pontiac, and Washington, D. C.

Recent Developments

Building on the impetus developed during the first three decades of the twentieth century, the community school movement began to take hold throughout the country by the mid-1930's. Such pioneers as Elsie

[5] *Ibid.*, p. 597.



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[1] *Schoolhouse*, No. 8. September
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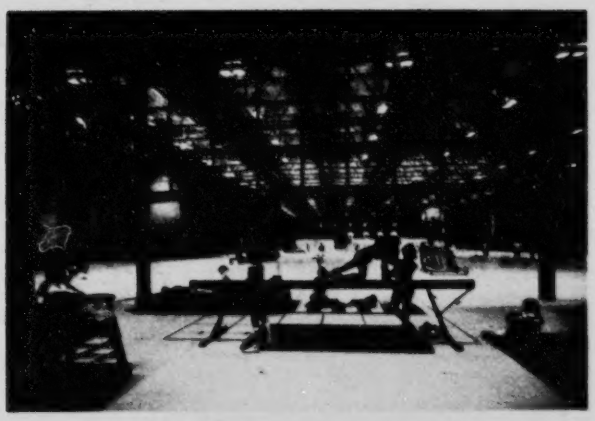

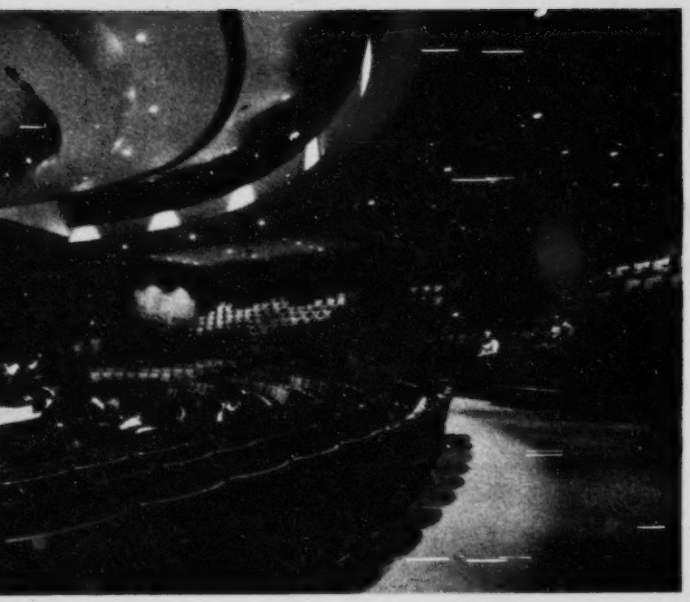

The building is open from 6 a.m. to midnight seven days a week. The recreation department opens the building, its canteen, club room, and gym for breakfast and recreation programs. Between 9 a.m. and 3 p.m., the largest part of the center is used by junior high school students, but the recreation department continues to operate its programs in the parts of the building set aside for it. After 3 p.m. recreation programs are expanded and adult education programs use a major portion of the academic spaces. According to Assistant Superintendent Joseph Ringers,

> ***We feel that we have established a pace-setting type of cooperation in this facility. But it's just the first step. At present we're in the planning stages of a major school remodeling which will involve a public library and health services facility. We're also looking at ways in which public facilities can be constructed to include schools, recreation, libraries, health, police and fire departments and other public agencies. We've all been established for the same basic purpose—to serve the public. It's time we began working together ourselves, so that the public gets the greatest possible service for its tax dollars. This TJ Center has been a major step in that direction.***[1]

[1] *Schoolhouse*, No. 8. September 1972. p. 5. (Educational Facilities Laboratories, New York)

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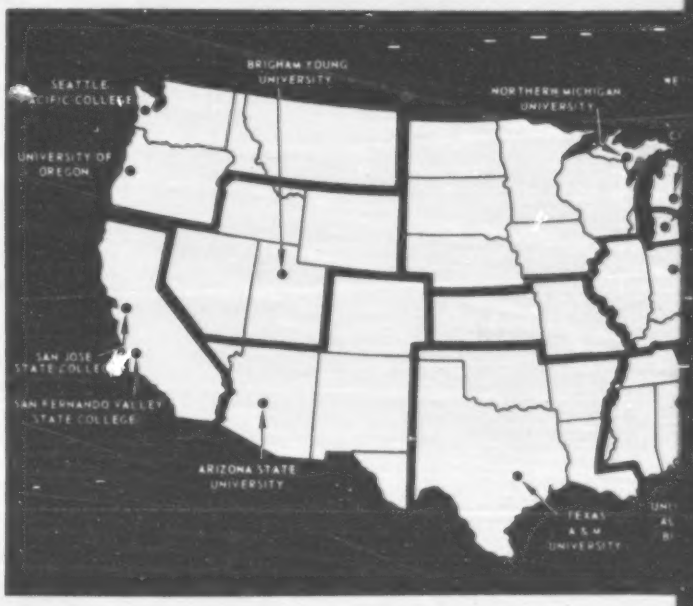
[6] Everett, Samuel, editor. *The Community School*. New York: Appleton-

Mott Community Schools

The Mott community school concept was pioneered by Frank J. Manley, who opened one elementary school in Flint, Michigan, in the summer of 1935 with funds contributed by Charles Stewart Mott to provide a safe place for children to play. The partnership of Manley, Mott, and the Flint schools grew into a program of adult education and recreation available to every resident in the area. Classes and human enrichment programs are held simultaneously with the K-12 program but extend beyond the regular school day into evenings, Saturdays, and summers. A community school director is employed in every Flint school to supervise community school activities. The community school advisory council, composed of adult and youth residents, teachers, custodian, principal, and community school director, identify community needs and recommend programs and resources to the board of education.

The Mott concept of multiple use of school facilities by the public who support them with their taxes, participation, and advice spread rapidly to other communities. Training and service centers have now been established in key areas throughout the United States.



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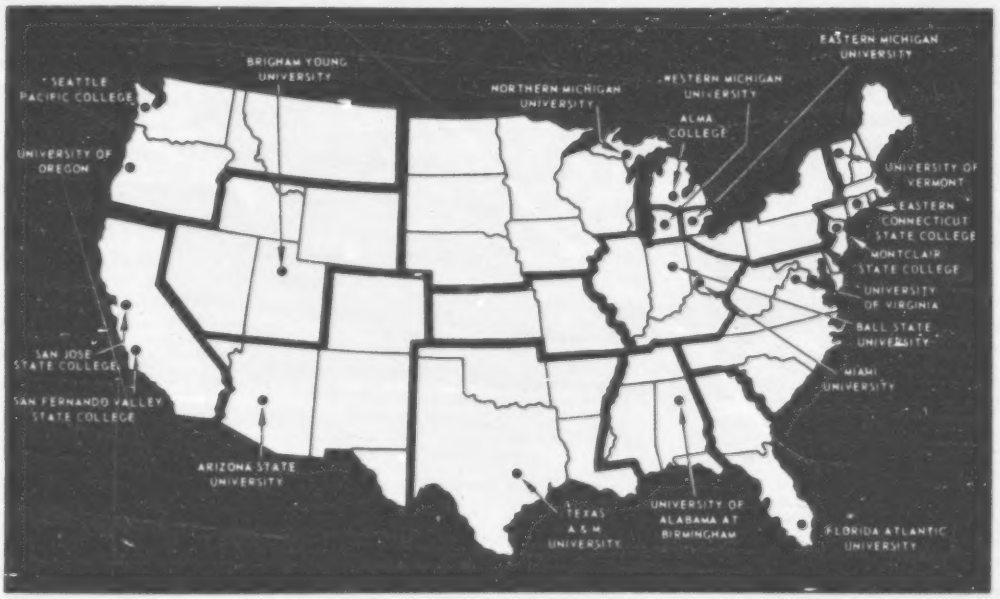
Riley Clapp and Leonard Covello worked at developing community schools and community education in such vastly different communities as Arthurdale, West Virginia, and the ethnic ghettos of New York City, with encouragement from prominent social reformers such as John Dewey and Eleanor Roosevelt. The movement got a financial boost in 1935 when Charles S. Mott became interested and the Mott Foundation fund was established for the creation and operation of community schools in Flint, Michigan. Subsequent grants were made for the training of community school administrators by institutions of higher education in Michigan.

By the early 1930's so many respected educators throughout the United States had come to recognize the potential of the community-oriented school that the Society for Curriculum Study appointed a Committee on the Community School. After some years of study the committee issued a 1938 report that defined community education as an organized process which is responsive to and an instrument of the purposes sought by the people of a community—social, intellectual, spiritual, and physical. The committee also contended that a community education center would be the best agency for attempting to achieve those purposes.[6]

As the movement grew and educators and others throughout the country studied community education, many school districts and private schools accepted the concept that the school had at least some responsibility for total community education and began to construct and operate schools for that purpose. The growing interest in community education continued unabated during and immediately after World War II. Soon after the war programs of community education operated by community-oriented schools and housed in community-use facilities, were being

[6] Everett, Samuel, editor. *The Community School.* New York: Appleton-Century-Crofts, Inc., 1938. p. 52.



operated in both rural areas and urban centers in every part of the United States. In 1948 the Association for Supervision and Curriculum Development created a new Committee on the Community School. Building on the efforts of the original committee, the new committee worked from 1948 to 1951, and in its report defined community education as organizing and giving leadership to the local community's efforts to improve the learning of all of its members.[7]

Aim and Scope

As a result of the work of the committees on the community school of the 1930's and 1940's, coupled with the earlier successes of community schools in such places as Jefferson County, Kentucky, Arthurdale, West Virginia, and especially Flint, Michigan, the community education movement gained such momentum throughout the United States that in the 1960's the National Community School Education Association was organized. A statement of philosophy adopted by the association's Board of Directors in 1968 described community school education as a "comprehensive and dynamic approach to education . . . that pervades all segments of educational programming and directs the thrust of each of them toward the needs of the community," [8] which "serves as a catalytic agent by providing leadership to mobilize community resources to solve identified community problems," [9] with the result being that "community school education either affects all children, youth and adults directly or it helps to create an atmosphere and environment in which all men find security and self confidence thus enabling them to grow and mature in a community which sees its school as an integral part of community life." [10]

[7] Olsen, Edward G., editor. *The Modern Community School.* New York: Appleton-Century-Crofts, Inc., 1953. p. 227.

[8] Program of Activities, Third Annual Convention of the National Community School.

[9] *Ibid.*

[10] *Ibid.*

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Modern Community School. New York: Appleton-Century-Crofts, Inc.,

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The Center for Community Education at Florida Atlantic University, housed in the Department of Administration of the College of Education, typifies the university center operation. Primary activities are (a) staff development for preservice and inservice training programs for community school leadership, (b) retrieval and dissemination of information about community education, (c) consultant services to school districts and interested groups, (d) assistance in founding new community school programs, and (e) evaluation of existing programs. The Florida State Legislature has appropriated funds to support community school programs. It is anticipated that some 650 schools will be involved by 1977-78.

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The Williams Community Service Facility is the newest architectural expression of the Mott community school philosophy in Flint. It was developed from an ESEA Title III planning grant and constructed by funds from the HUD Neighborhood Facilities Act, the Mott Foundation, the Flint Board of Education, and the Flint Recreation and Park Board. The Williams School neighborhood was created by redrawing the boundaries of two communities, one black and one white. The Williams Community School Advisory Council, formed in 1969 when the school opened, reviewed the architectural plans with the architect and school personnel. Together they suggested programs based on the results of a community survey conducted by both staff and residents. This community involvement in planning for use of the service area during its construction phase was a unique feature of the Williams model.

[11] Harman, Barry E. "Community School: New Thrust in Education." January 1971. (Association for Supervision and Curriculum Developmen

[12] Douglas, Leonard. "The Community School Philosophy and the Inn Citizens and Educators." *Urban Education* 5:328-29; January 1971.

Perhaps out of frustration because of the lack of consensus as to the scope, purpose, and form of community education, one experienced community school educator summed up the whole matter by reporting, "The community school concept is a movement and not an establishment."[11] Another educator attempted the almost impossible task of categorizing community schools. He identified four main types:

1. The school with the community-centered curriculum. In such a program, the school sees the community as a "resource" for the enrichment of the program of the school—a resource that also helps determine the kind of learning experiences children have.
2. The school with the vocation-centered curriculum. The school here uses the opportunities provided by the community for work experiences.
3. The community-center function. In this type of school, the emphasis is on developing the fullest use of the physical facilities of the school by various community groups.
4. The community-service program. Here the aim is to improve the conditions of life in the community. Efforts are made to coordinate the activities of many agencies with the school.[12]

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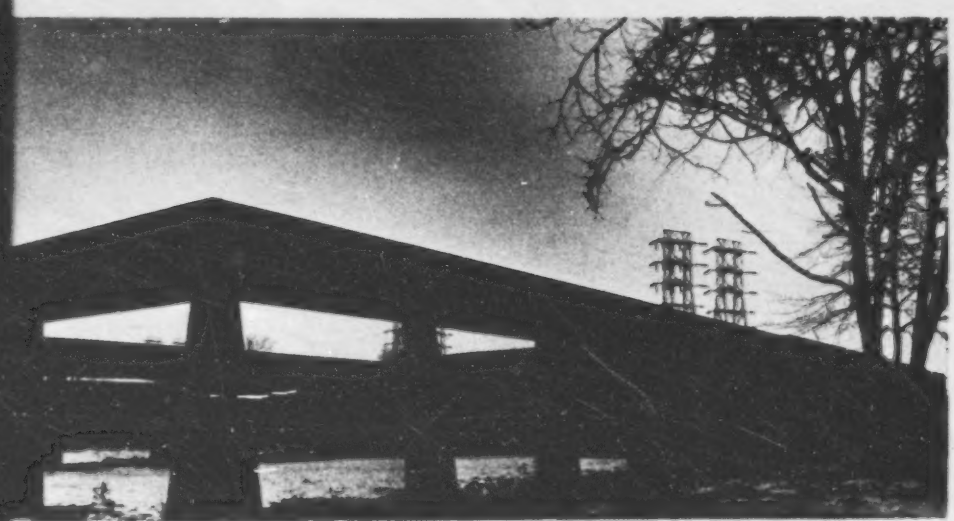

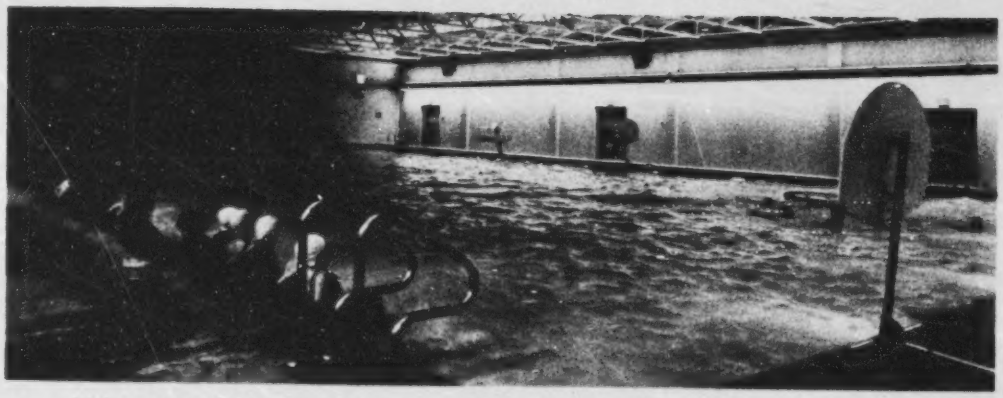

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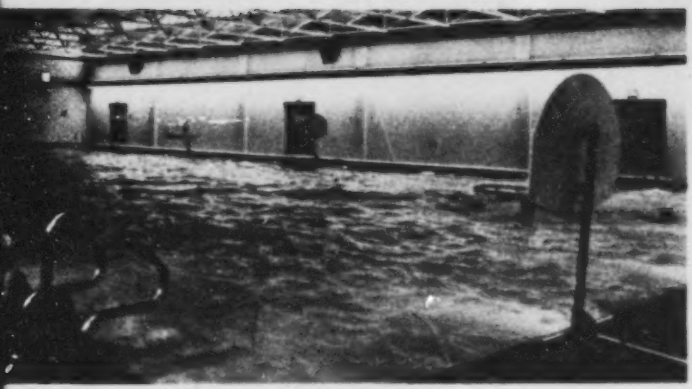
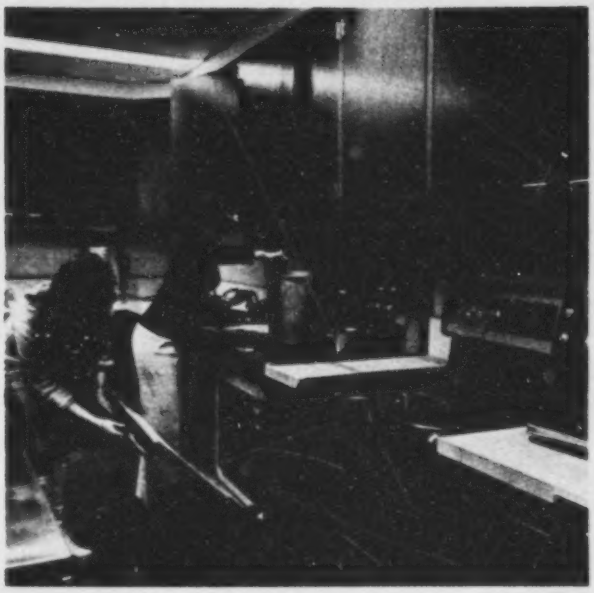
Although the terms *community school* and *community education* obviously mean different things to different people, it is still possible to isolate certain basic aims of community education, some of which apply to all programs and all of which apply to some programs.

One of the most comprehensive and widely applicable listings of community school aims was that developed by Leonard Covello, who pioneered the concept of a community-centered school in New York City in a predominantly Italian community and who has devoted more than 30 years of leadership to the community education movement. Covello reported that the community-centered school, the first organized step toward community education, has many roles:

1. Explorer of community social backgrounds, research agency, and medium for the practical application of the knowledge acquired through these means to the community school program
2. Coordinator (through the school curriculum) of student and community activities with school departments, personnel, extracurricular activities, and so forth
3. Planner (through continuous curriculum revision) for the actual needs of the child within the community patterns and interests
4. Direct channel of communication between school and community through contacts with homes, youth groups, community social agencies, and the broader phases of community life



The Williams Community Education Center, designed as a human resource center to serve the entire community, is a combined semi-open space elementary school, recreation facility, and community services building on a 72-acre park-school site. The recreation area has a year-round swimming pool planned for the instruction and enjoyment of swimmers from tiny tots to senior citizens. It is open in the summer and enclosed in the winter by a sliding convertible roof that doubles as a shelter for the adjoining family picnic pavilion. The winter ice rink converts to tennis courts in the summer. The center has a reception area, multi-purpose rooms of various sizes, office space for agency consultation, lounges, a demonstration family kitchen, medical and dental examination rooms, and a day care center equipped with furniture scaled for small children in the daytime and with portable furniture for adults at night.



s *community school* and *community education* nt things to different people, it is still possible to ms of community education, some of which apply of which apply to some programs.

comprehensive and widely applicable listings of s was that developed by Leonard Covello, who of a community-centered school in New York City an community and who has devoted more than 30 the community education movement. Covello munity-centered school, the first organized step cation, has many roles:

unity social backgrounds, research agency, and ractical application of the knowledge acquired ans to the community school program

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continuous curriculum revision) for the actual within the community patterns and interests

communication between school and community ith homes, youth groups, community social agen- der phases of community life

The Mott Program of the Flint Board of Education provides a potpourri of educational opportunities: adult basic education, youth and adult enrichment classes, vocational skill training, retraining and job upgrading, Big Brothers of America, and senior citizens activities. The Flint Recreation and Park Board supervises recreation programs and facilities. During the first year of operation the following central agencies located in downtown Flint provided extension services on a rotating schedule at the center:

Family Service Agency of Genesee County

Flint Community Planned Parenthood

Flint-Genesee County Health Department

Genesee County Cooperative Extension Services, a unit of Michigan State University Nutritionist Program

Genesee County Department of Social Services

Genesee County Model Cities Program, Spanish Speaking Information Center

Genesee County Probate Court Juvenile Division

United Cerebral Palsy Association of Michigan, Genesee Maternal and Child Care Project

The Genesee Area Skill Center opened in 1969 as a community vocational-technical school for 21 school districts in Genesee County. It is operated by an administrative council of seven members, under contract between the Flint Board of Education and the Genesee Intermediate

5. Participant (through social committees compos
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community activities, as educational media f
munity residents
6. Instigator of community participation in the c
and in the use of the school's resources
7. Base for the establishment of "outposts" in the
of experiment in solving community problems
8. Socializing agency in intercultural relationshi
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9. Center for adult education in fields of objectiv
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10. Educational guidance center, mainly for pup
and community groups, and for leisure time a
11. Testing ground for leadership within the sc
community leadership.[13]

[13] Covello, Leonard. *The Social Background of the Italo-American Sch*
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5. Participant (through social committees composed of students, teachers, parents, and community representatives of all the groups) in community activities, as educational media for students and community residents
6. Instigator of community participation in the conduct of the school and in the use of the school's resources
7. Base for the establishment of "outposts" in the community, i.e., units of experiment in solving community problems
8. Socializing agency in intercultural relationships and the expansion of the local social world, and in the development of community consciousness and communal cooperation efforts
9. Center for adult education in fields of objectively evaluated community needs
10. Educational guidance center, mainly for pupils but also for adults and community groups, and for leisure time activities
11. Testing ground for leadership within the school, and for training community leadership.[13]

[13] Covello, Leonard. *The Social Background of the Italo-American School Child.* Leiden, The Netherlands: E. J. Brill, 1967. pp. 414-15. Quoted in Corelasco, Francesco; Hillson, Maurie; and Bullock, Henry A. (editors). *The School in the Social Order.* Scranton, Pa.: Intext Educational Publishers, 1970. pp. 310-11.

One example of how such broad principles or aims might be applied to specific communities is the recently opened John F. Kennedy School and Community Center in Atlanta, which houses one of the most comprehensive programs of community education and service to be found anywhere in the United States. The Kennedy Center, described in considerable detail on accompanying pages, was developed on the basis of the belief that community education has the potential to improve man's way of life and that the community school should serve as the life-center of such education, with tentacles stretching throughout the community. The stated aims of the John F. Kennedy Center are to—

1. Bring about a rebirth of people's faith in themselves and in society and replace resignation with hope.
2. Help people overcome such barriers to social progress as bigotry, prejudice, indifference, and intolerance.
3. Establish unity of purpose on the part of the people in the community.
4. Relate appropriately the efforts of the home, school, and community in the development of each individual.
5. Neutralize the fragmenting influences in the community.
6. Help people gain maximum return on their common investment in school buildings and facilities.
7. Bring about a united front for the solution of serious social problems.

Similar projects may be found throughout the United States and the world in large cities and towns as well as rural areas. Each is different, varying in scope according to the perceived needs in individual communities, and in form according to orientation. Some examples of

School District. The build financed by grants from the and the Mott Foundation, budget of ½ mill supported Local industry contributed equipment to augment the penditure for equipment repla serves 2,500 adults and 1,300 high school students. The ported by buses and private schools for 2½-hour session

Community citizens hav decision making since the in in 1966. Representatives fro ty's 21 school districts and 2 tees worked with 30 Mott Pro to develop the initial plans.

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School District. The building was originally financed by grants from the federal government and the Mott Foundation, with the operating budget of ½ mill supported by county taxpayers. Local industry contributed $500,000 worth of equipment to augment the $200,000 annual expenditure for equipment replacement. The Center serves 2,500 adults and 1,300 public and parochial high school students. The students are transported by buses and private cars from their home schools for 2½-hour sessions.

Community citizens have been involved in decision making since the initial survey of needs in 1966. Representatives from each of the county's 21 school districts and 26 area craft committees worked with 30 Mott Program staff members to develop the initial plans.

The five- to eight-member craft committees serve as advisors for their respective vocations. Each convenes monthly to plan innovations and changes in the center's programs so as to meet new occupational needs. Their success at maintaining relevant programs is documented by the outstanding job placement record of the two senior classes. The two placement counselors also serve the adults who come seeking new skills and new educational experiences.

Some 12,000 adults have participated in the center's many programs, which operate continuously from 8:30 a.m. to 10:30 p.m., 6 days a week, 12 months a year, with only a two-week shutdown for maintenance.

exemplary efforts and some prototype community center facilities are presented on the accompanying pages. They are not intended to provide easy answers to the individual problems. Rather, it is hoped that others will be motivated to develop even better programs and facilities adapted to their own needs.

Depending on the nature of local needs and the convictions of community, school, governmental, and civic and social agency leaders, the program might be predominantly social service–oriented, education–oriented, or perhaps a combination of the two. Regardless of the local orientation, however, wherever organized programs of community education exist, they do so because of a belief that education should work within the entire community as people seek to fulfill not only their own basic needs but also those of the community and of society.

Administration and Control

Although most communities have now been largely relieved of direct responsibility for education and the schools, the people have not necessarily lost interest in or concern and anxiety for them. Rather, as so often happens when social functions pass from the direct control of the people to that of their agents at the various governmental levels, education frequently appears to have lost interest, concern, and relevance for the people it purports to serve. Yet, as Harold Moore recently pointed out, "the success of community education programs over a period of time is definitely related to community involvement and commitments." [14] He further noted that "for the school system to secure broad community involvement and commitment without a broad base of cooperation in the community from its other institutions and agencies would be like trying to work in a vacuum.[15]

Such broad-based involvement automatically rules out the kind of administrative and organizational structure currently prevalent in education. As Melby put it, "Community education, now rapidly spreading,

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[14] Moore, Harold E. "Strategies for Making Community Education Work." *The Community School and Its Administration* 10:3; November 1971.

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[15] *Ibid.*

Fairview Elementary Sch
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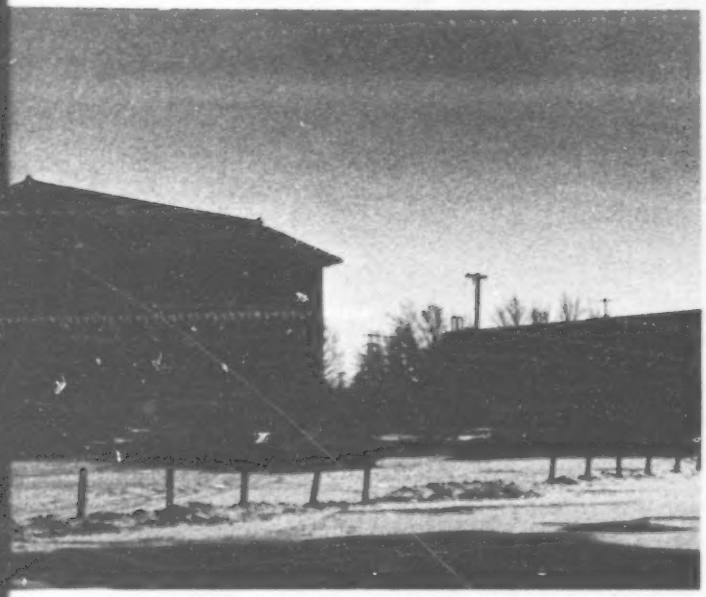
can hardly be provided by the old bureaucratic organization. . . . It is time we began to see that it is the structure itself and the theory on which it is based that is out of gear with the educational enterprise. We should stop wasting our time in an effort to improve the functioning of a badly adopted organization and put our efforts on studying the learning setting and building a new theory in terms of this study." [16]

Moore extended this concept: "The best community school programs tend to be decentralized in their organization and administration. To make community involvement and commitment effective, even possible in the larger metropolitan areas, decentralization of school organization and administration is apparently necessary." [17]

Along with a new and different organizational structure, community education and the community school require a special kind of administrator. Unfortunately, there is as yet no surefire method of preparing such administrators, even though increasing attention is being devoted to the effort. The state universities in Michigan, in cooperation with the Mott Foundation, have established a National Center for Community Education and have developed programs for community education, using several satellites. Leaders and administrators have been trained through the Mott Community Education Program. Other institutions of higher learning have developed good but less ambitious programs. The National Conference of Professors of Educational Administration addressed itself to that problem by devoting its 1971 annual meeting to "The Preparation of Leadership for Community Education." Yet even that prestigious body was unable to reach definitive conclusions about the type of preparation needed for community school leaders.

[16] Melby, Ernest O. "Toward A Dynamic Administration." *The Community School and Its Administration* 10:2; November 1971.

[17] Moore, *op. cit.*, p. 3.



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Dynamic Administration." *The Community School and Its Administration*

Fairview Elementary School became the first official "community school" in Flint many years ago when the principal recognized the dual educational needs of area families: elementary instruction for children and a program of adult activities for the parents. A community wing, including gymnasium, office, classroom space, and multipurpose community room with kitchen facilities, was added in 1955.

The inner-city neighborhood in which the old school is located is adjacent to the Buick Motor complex; industrial pollution, traffic, and general neglect have contributed to its deterioration. Urban renewal reserved much of the space for clearance and a future industrial park. An outmigration of the young followed, leaving behind an aging black population and a dwindling enrollment of children. Responding to the changing needs of the entire community in the late 1960's, William J. Early, superintendent of schools, recommended that the Flint Board of Education lease the school to the Drug Abuse Commission for the sum of $1.00 per year.

Fairview officially closed its doors to elementary students in June 1971 and reopened them the following September as headquarters for the Genesee County Regional Drug Abuse Commission. The physically sound but instructionally obsolete old school built in 1917 now provides a decentralized site for waging an attack on drug abuse not only for area residents and automotive employees but for all of Genesee, Lapeer, and Shiawasee Counties. It houses administrative offices, a crisis intervention center, drug counseling services, drug-related educational programs for both youth and adults, and Sirna Center (a methadone maintenance program for the treatment of heroin addicts). The community wing of the school remains to serve the adult education and recreation activities conducted by the Mott Program of the Flint Board of Education.

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The Road Ahead

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Most people who have explored the matter do agree that the community education leader must have both formal classroom preparation and hands-on, in-the-community training and experience. He needs training and experience that will develop his social awareness and sensitivity to individual and group needs, attitudes, and moods. He must know his community and the people in it and be able to speak their language. He must understand and be able to work with business, industry, and government. In short, he must be an educational administrator, a sociologist, and a political scientist. He must be a researcher, a planner, a manager, a thinker, and a doer. Above all, he must be a humanitarian. And it would help if he could walk on water.

The Road Ahead

Never before has there been a greater need to help adults as well as children become prepared to meet their mental, physical, economic, and social needs. Never before have local communities and society as a whole been so in need of a population fully prepared to live in a dynamic, changing, highly mobile, and pressure-filled environment. Never before have communities so needed the support and efforts of all their citizens in working toward human betterment and mutual respect and understanding.

The efforts of the first six decades of the twentieth century notwithstanding, real successes at comprehensive community education have been sparse, and true community schools have been scattered and few. Many have failed for lack of leadership on the part of educational administrators, school board members, and other governmental officials, or because of general apathy, or for both reasons. Consequently, even today programs of community education are so rare as to be looked upon often with suspicion or uneasiness; school facilities designed for extensive community use are so rare as to be considered almost exotic. The survival of American society and culture in desirable forms, and certainly their improvement, will require increased knowledge and skills; renewed social and civic consciousness; and the physical, social, and economic well-being of all citizens. This general uplifting can be accomplished

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only through broadened educational efforts at the grassroots community level.

Since public education historically has had more sustained and often closer ties at the community level than almost any other governmental, civic, or social agency, it is logical to expect educators to provide the leadership for efforts in total societal elevation, and to expect the school plant to form the nucleus of comprehensive community education and service facilities. The ultimate success of community education, however, is contingent upon the complete cooperation and active participation of community residents and also of every agency, organization, or group concerned about human and societal well-being. In short, for community education to be successful, programs must be geared to community needs and must change with them; total available resources—educational, social, economic, political, and physical—must be brought to bear in a concentrated effort.

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3
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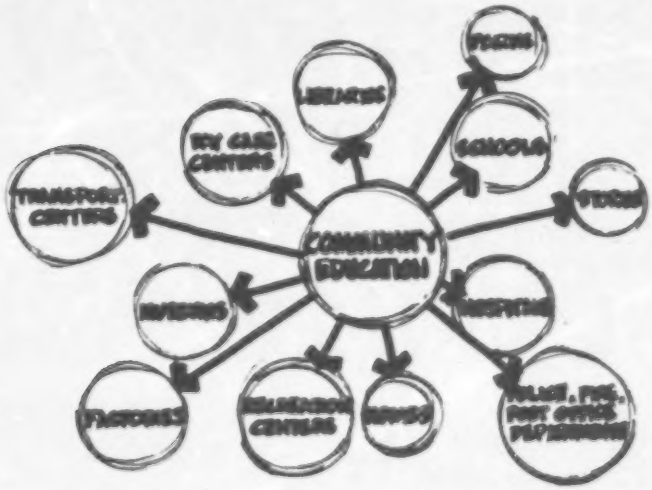
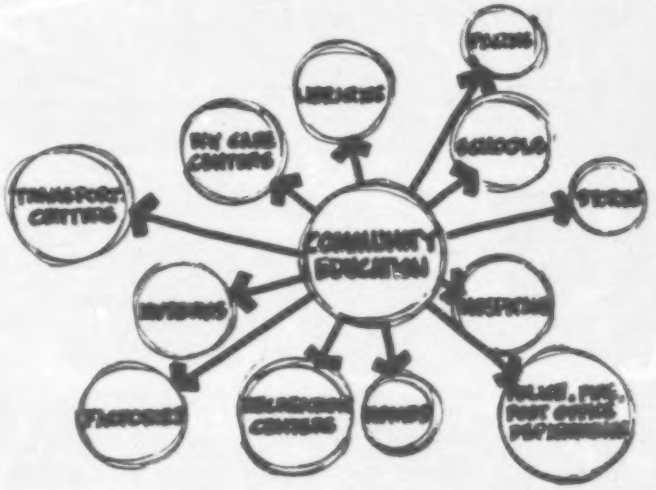


3
Planning

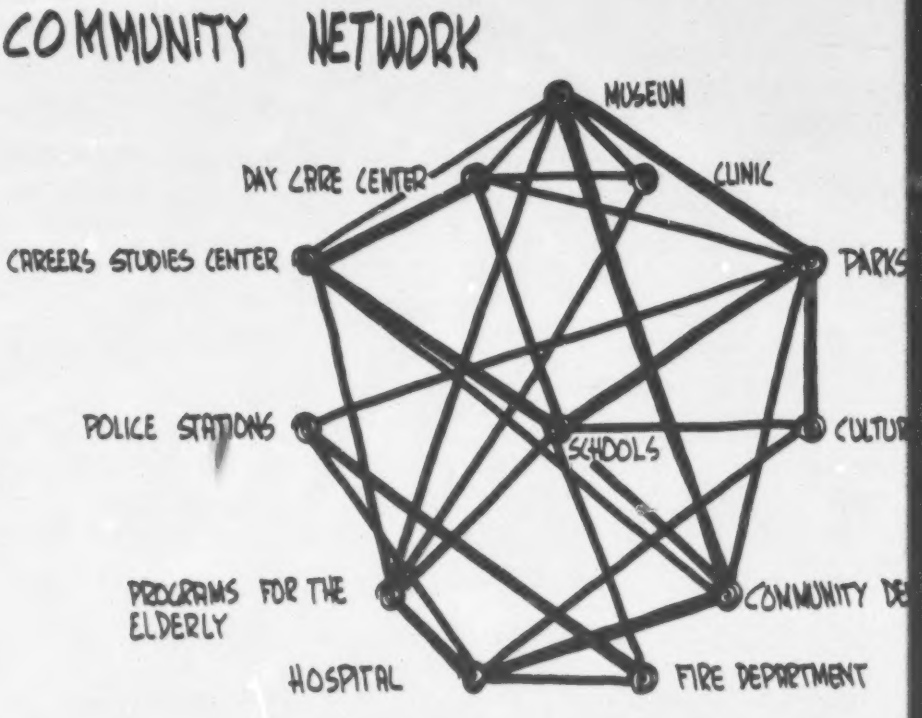
The typical schoolhouse that served well enough in the past cannot correct the conditions that prevent equal opportunities for learning. Poverty, pollution, inadequate housing, segregation, and crime all affect people's attitudes toward their schools and society. Education is being restructured to end its traditional isolation, as a response not only to critical social and cultural problems, but also to current demands for a more efficient and practical application of our huge public investment in education.

The very term *community education* connotes an expanded concept—an all-embracing program that goes beyond the prosaic, fragmented, and isolated learning activities that traditionally take place within the individual school. The same expanded connotation can be applied to the planning process for community facilities, a process requiring participation by a wide segment of society.



School administrators, architects, city planners, and other citizens continually face new and formidable challenges in planning, designing, and utilizing educational facilities. Rapidly changing concepts of learning and living; new developments in teaching techniques and tools; and ever expanding educational, recreational, cultural, and industrial programs necessitate broadened outlooks. Education must be recognized as but one unit of a series of subsystems that together make up a community's total organization. It is illogical to plan schools in isolation, apart from recreation, health, and social welfare, apart from libraries and other community facilities. Schools must be coordinated and fitted into the total plan, their needs programmed in concert with parks, roads, and other community developments.

Planners view communities as networks of interrelationships. Though naturally more complex in large urban areas, these interrelationships exist at all levels of community life. The pieces of a systems network are bound to each other by linkages that express their functional relationships, such as the commonalities of activities, users, services, institutions, finances, physical facilities, or other categories. When overlaid, these networks form webs of varying densities. The relative weights of the network linkages illustrate the importance of functional relationships. As the role of any unit in a network changes, the mix of the network itself changes. In a system, though, the network itself forms the entity, with the linkages of relationships constituting the structure. It is im-



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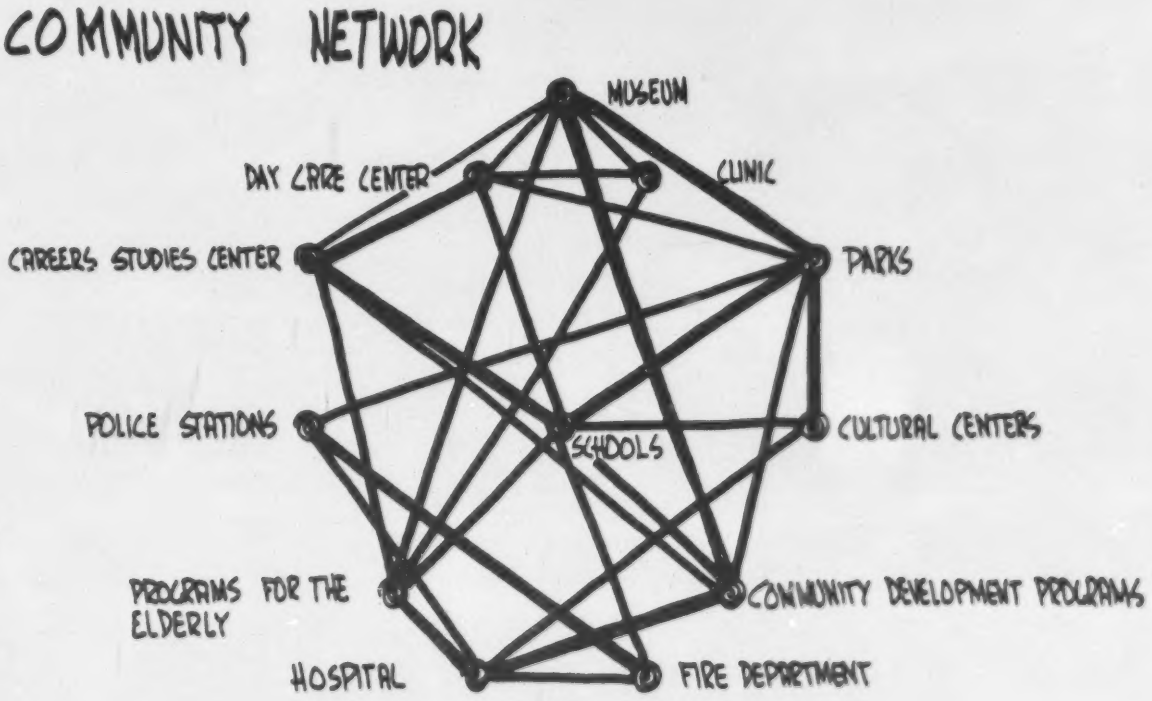

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portant to realize that in contemporary society the correlation of the pieces of the network is more important than the nature of the pieces themselves. Through cooperative effort in community planning, opportunities open up for the recognition and strengthening of appropriate network linkages. Community involvement goes beyond just using facilities provided by others. It requires participation in the planning process itself and continued support of the facilities and programs.

Getting Under Way

Questions of establishing the most appropriate metes and bounds of planning, securing participation in the planning process, determining the roles of experts, and understanding the relationships of the activities of participants to the responsibilities of elected officials must be anticipated and properly answered prior to the planning process. Although this procedure may be troublesome, without real participation no true community education program can emerge, and without complete and effective communication between and among the various groups controversies can develop—controversies capable of destroying the very values inherent in the concept of community education and facilities.

The following are some of the steps involved in planning a center to house community programs:

- Identify programs to be provided or needs to be met.
- Develop the philosophy, objectives, and purposes of the overall program and the individual programs and their interrelationships.
- Define building and site requirements to accommodate all programs.
- Establish priorities in programs and planning.

The priorities of cooperative planning are to—

- Strengthen all community services.
- Enhance the living-learning environment.
- Provide economies through shared use, coordinated construction, and unified operations of multiple funding.

Thus the initial efforts in the planning of a community center are to identify, analyze, and define desired programs and community needs. But who is the catalyst? Is it the mayor, the housing administrator, the school superintendent, the county council? It seems simplistic to suggest that the coordinating function belongs under the aegis of the local governing body. Institutions and bureaucracies, however, are inherently ponderous and unresponsive, and a program such as envisioned here demands imagination and special dedication. Where it initially comes from seems unimportant. In the cases of Pontiac's Human Resources Center and Atlanta's Kennedy School and Community Center, the initia-

tive came from the school administrators. This does seem a logical role for public education to assume if we truly believe that education is the catalyst for change in society. Historically, the schools have had closer ties to the people at the grassroots level than almost any other public or private agency, and it is certainly logical that school facility planning form the nucleus for such comprehensive rejuvenation. In any event, each school district should maintain a continuing liaison program with all community groups and agencies and organizations to search for identifiable community goals and to respond to needs.

Roles and Resources

Other tasks in developing a program for community action are to survey the resources at hand and to study the relationships of each to the others. Every community has existing physical resources that can be used for expanded educational opportunities. In many cases they simply have never been effectively linked together in a functional, active relationship. Schools, museums, libraries, and theaters are obvious examples of facilities that have strong functional affinities. Factories, warehouses, hospitals, stores, office buildings, shopping centers, and even ports or river basins may seem less apparent but they, too, can be brought into an effective, functional union by good planning. The age of a building, furthermore, need not be the sole criterion of obsolescence. As a matter of fact, one architectural challenge of our times is to recognize the potential of venerable and often underutilized facilities and recycle them to serve useful contemporary functions.

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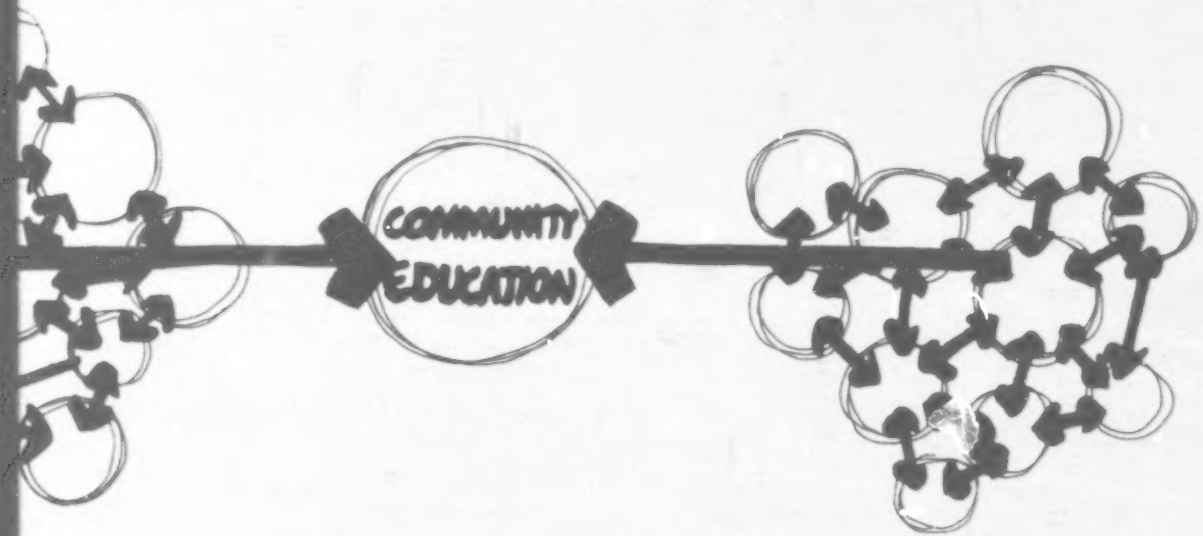

FACILITIES EXISTING PROGRAMS

INTERRELATIONSHIPS

The Chicago Plan

An excellent example of the unification of planning is occurring in Chicago, where the "Recommended Improvement Plan for Education" is linked with the "Comprehensive Plan of Chicago." The educational plan is designed to be carried out in different areas of the city over varying periods of time. The changing availability of needed fiscal and other resources makes necessary a flexible, evolutionary plan. The plan calls for retaining or remodeling many existing school buildings as well as constructing needed new ones. It especially provides for tying in the development of educational facilities with major community features and local improvement projects. The recommended educational plan could easily be adapted to a wide variety of uses according to differences in community requirements and local conditions and goals. The Comprehensive Plan of Chicago, in turn, provides the broad physical framework for unifying educational planning with city and metropolian planning. For example, "park malls" connecting the cultural, recreational, and educational resources of an area are integral parts of both plans.

The complete long-range plan for preschool, elementary, middle, and secondary schools illustrates how the educational facilities serving the area would evolve under the recommended improvement proposals. The planning center of a cultural education cluster provides a focal point for educational planning services to all schools in the area, and for community involvement in the school system. The planning center, the new secondary center, and the two new middle schools are near a rapid transit station and expressway interchange, so that they are readily accessible. Students and nonstudents from throughout the city and the metropolitan area can make use of these unique community educational facilities.[1]

The Charrette

It is one thing to talk about involving the community in planning and quite another to accomplish it. Planners are continually searching for more effective techniques to use, and many are still in the experimental phase. One method for studying facility needs within a compressed time span with maximum community participation is the charrette. This is an open forum where all individuals express their thoughts and aspirations for their neighborhood. Multidisciplinary teams of consultants and lay people study the suggested alternatives and their effects on the broad balance of the community network. One of the main objectives is to turn the decision-making process into a true working partnership between the traditional jurisdictional agencies and the rank-and-file community members.

Baltimore, Maryland, held a charrette for the planning of its new Paul Laurence Dunbar Community High School. Two weeks were de-

[1] Leu, Donald J. and Candoli, I. Carl. *Planning for the Future: A Recommended Long-Range Educational and Facilities Plan for Chicago.* Chicago: Board of Education, 1973.

voted to free-wheeling and wide-ranging discussions. The following agencies and linkages were involved at various stages during the charrette:

- Neighborhood planning groups and individuals
- City agencies (mayor's office, Department of Public Works, City Planning Office, Legal Aid Society, Model Cities Agency)
- State agencies (Parole and Probation Board, Employment Security Agency, State Highway Department)
- Federal agencies (United States Office of Education, Department of Housing and Urban Development—Community Facilities Agency)
- Private agencies (Johns Hopkins Hospital, industries, corporations, utility companies)

Dunbar High School

Paul Laurence Dunba
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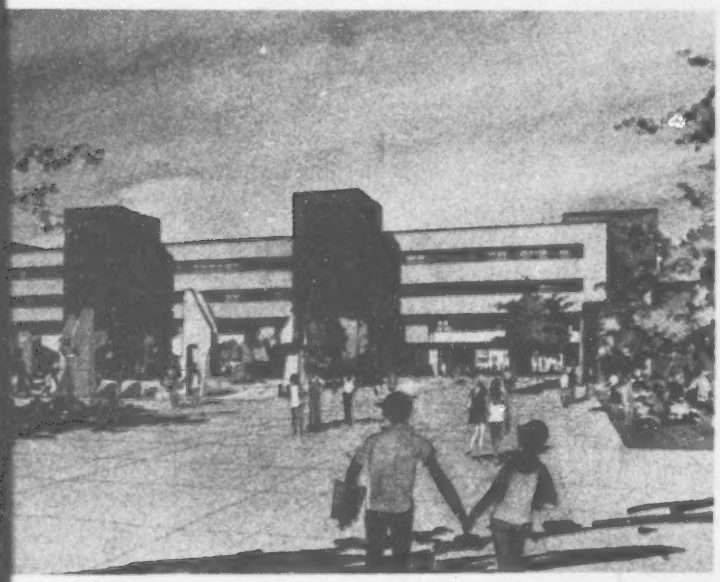

Dunbar High School

Paul Laurence Dunbar Community High School in Baltimore, Maryland, was jointly planned by a number of citizens of the East Baltimore community and members of local, state, and federal agencies using the charrette process. The facility will serve (a) high school students and teachers; (b) community residents pursuing academic, vocational, cultural, and recreational interests; and (c) community service agencies. Educationally, the building is designed to accommodate a system of individualized learning in which each student will pursue his curricular requirements within a flexible schedule and at a pace compatible with his own ability. The school day will be expanded, and the school will operate year-round to accommodate both high school students and employed adults, who will be encouraged to continue their education to the highest level of achievement.

The building's neighborhood facilities center, funded in part by the agencies involved, will provide space for a satellite City Hall, Legal Aid Bureau, CAA Credit Union, Department of Parole and Probation, and Department of Employment Security. The entire facility, including the site, is designed to be a community symbol and magnet for all people—the elderly, the very young, students, and parents—and to provide a forum for a variety of community activities, such as fairs, rallies, concerts, and public meetings

Robinwood Center

Robinwood Center is a small specialized educational facility that serves a wide spectrum of community needs. The single most significant objective of the program is improved early childhood and elementary education in the public schools of Washington County, Maryland. Robinwood is the county's public school teacher aide training center. Construction funds, however, were provided in whole by the Maryland State Department of Vocational Education. The building is situated on the campus of Hagerstown Junior College, where the two-year teacher aide program leads to an Associate in Arts degree. The college is responsible for the curriculum and educational materials that are used in the aides' training program, but the center itself is operated as a unit of the Board of Education's Career Studies Center.

The preschool learning group consists of some 40 three- and four-year-olds, the majority from economically disadvantaged families. This part of the program has received support from HEW funds. The center is also a valuable resource for other students, in addition to those in the college program. High school students enrolled in home economics programs spend a segment of their time here working with preschool youngsters. Courses in children's literature are taught at the center, and workshops, professional days, and in-service learning programs are conducted for all teachers and aides in early childhood education. After visiting the center, many parents have enrolled in the program. Robinwood has served as the prototype for other day care centers in the region. It is a worthwhile example of cooperative planning, funding, and operation.

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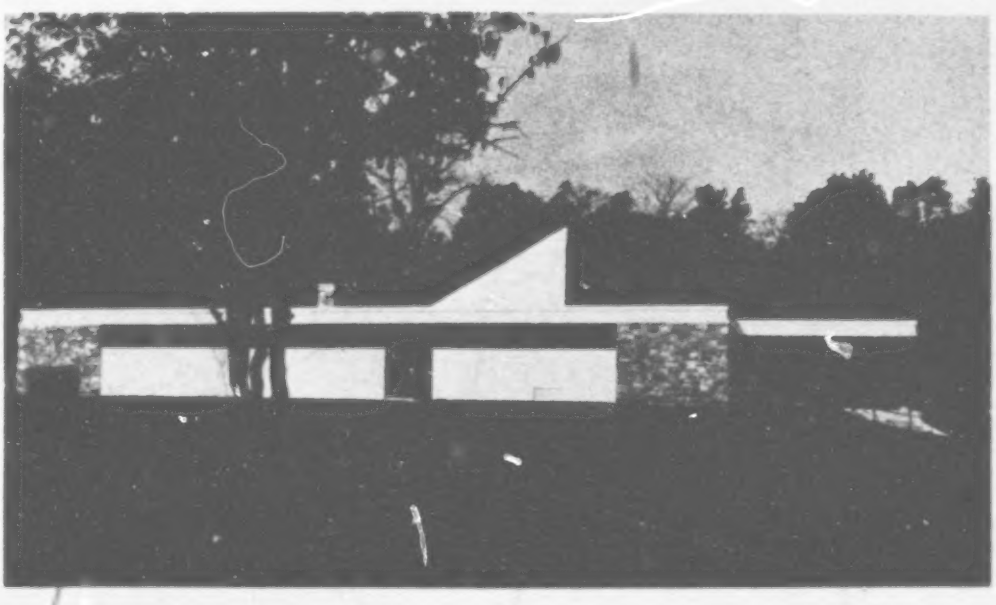

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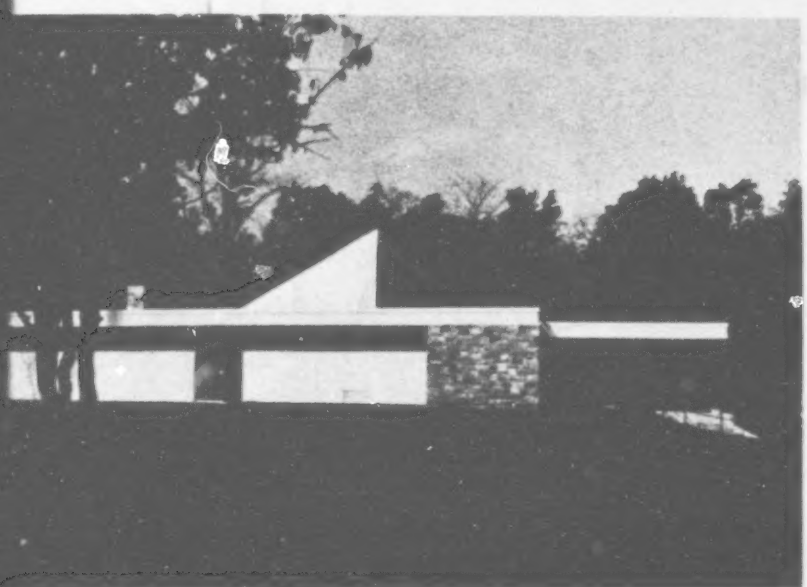
One result of this charrette was to include in the new school a neighborhood facilities center with space for an office of the mayor, the Bureau of Consumer Services, Model Cities, Legal Aid, Department of Parole and Probation, and others. Some facilities of the school will be available for community use both during and after the school day. A theater will show movies, dining facilities will offer food, and vocational shops will be in operation. The final value of the Baltimore Charrette cannot be assessed until the school is opened in January 1974, but the standards and the spirit of the original effort are continuing via planning committees for curriculum development and staff and management procedures.

Charrettes, like other intensive planning techniques, take thorough preplanning and research by professionals prior to the actual public meetings. This total involvement approach is unpredictable and it can be volatile. For this reason, use of the charrette should be carefully considered in advance.



Other Approaches

Various other planning techniques are being used in a number of communities. Some involve on-site teams conducting a series of small user conferences, followed by intensive professional design sessions, and finally presentations to the public either en masse or at group meetings. Others use a number of small committees of community representatives to pursue goals and objectives. These are then brought together through a coordinating team to design the overall concept. Storefront planning offices and community development centers are other efforts to involve neighborhood people more intimately in planning for their own needs.

Two small colleges in Missouri assumed leadership in the development of college building programs that could be used as catalysts to revive an adjacent area of urban blight. A combined interagency and community meeting was called. Everyone who came was made a member of an open-ended planning council, which in turn formed a series of volunteer task forces in several areas of concern—education, housing, environment and recreation, health, and careers and employment. An agency professional was allocated to each task force as a specialist advisor. (The superintendent of schools was the specialist advisor to the education component.) The planning council also formed an executive committee and a coordinating committee. The executive committee, composed of the chairman and the specialist advisor of each task force, was responsible for drawing all the recommendations of the individual task forces into a comprehensive framework. The coordinating committee was given responsibility for processing proposals and for ultimately handling the implementation of the project. The entire process was serviced by a team of design consultants.

Rock Creek Center

Rock Creek Center is close cooperation among agencies. It is a specialized tinct units housed in separat for 3- to 21-year-old student disabilities, (2) a diagnostic ists diagnose and prescribe with problems, and (3) a dev mentally retarded people ag

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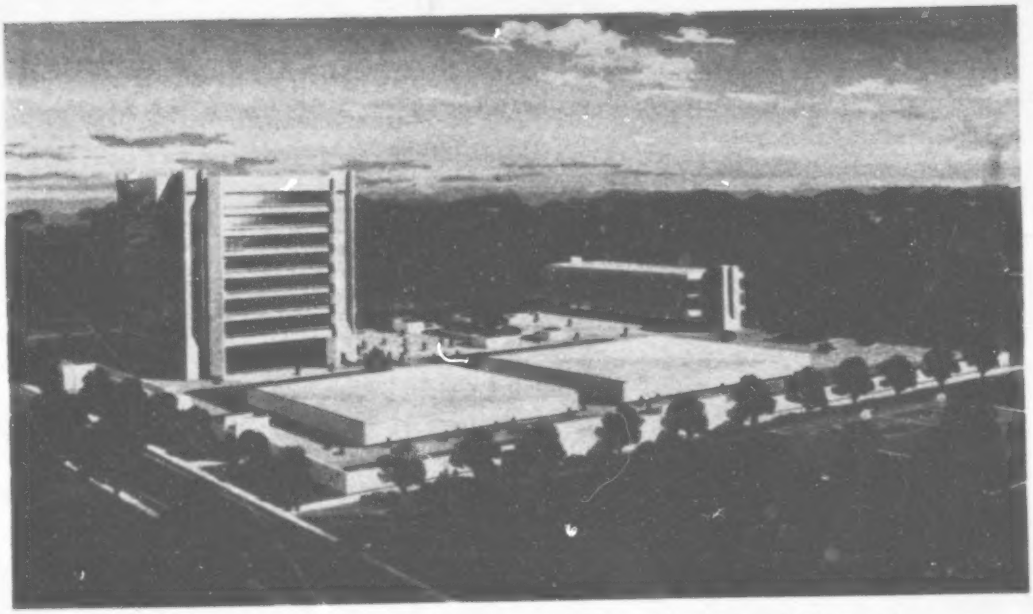
Rock Creek Center

Rock Creek Center is another example of close cooperation among a number of public agencies. It is a specialized facility with three distinct units housed in separate wings: (1) a school for 3- to 21-year-old students with severe learning disabilities, (2) a diagnostic center where specialists diagnose and prescribe treatment for children with problems, and (3) a developmental center for mentally retarded people aged three and over.

The building was constructed and is maintained by the Frederick County (Maryland) Board of Education. Rock Creek School is operated by the county school system; Rock Creek Diagnostic Center is under the control of the Board of County Commissioners; and Scott Key Developmental Center is governed by a board of directors which functions under the direction of the Mental Retardation Administration of the State Department of Health and Mental Hygiene. Other state and county agencies provide personnel and consultative services.



Washington, D. C. Schools

Woodson High School is the first of a number of Washington, D. C., schools that offer a wide variety of community education programs. The 10-story tower design resulted from the desire to preserve as much ground area as possible. A broad, paved entrance plaza covers the lower level where most community activities take place. Facilities include an auditorium, gymnasium, swimming pool, cafeteria, craft shops, music rooms, rifle range, community home-arts suite, and a multiuse center with offices for neighborhood organizations. This level and the resource center just above the plaza are served by escalators. The rest of the educational functions of the school are zoned by floors in the academic tower, which can be isolated from the shared community spaces below.

Making Choices

Planning models vary greatly in kind and degr
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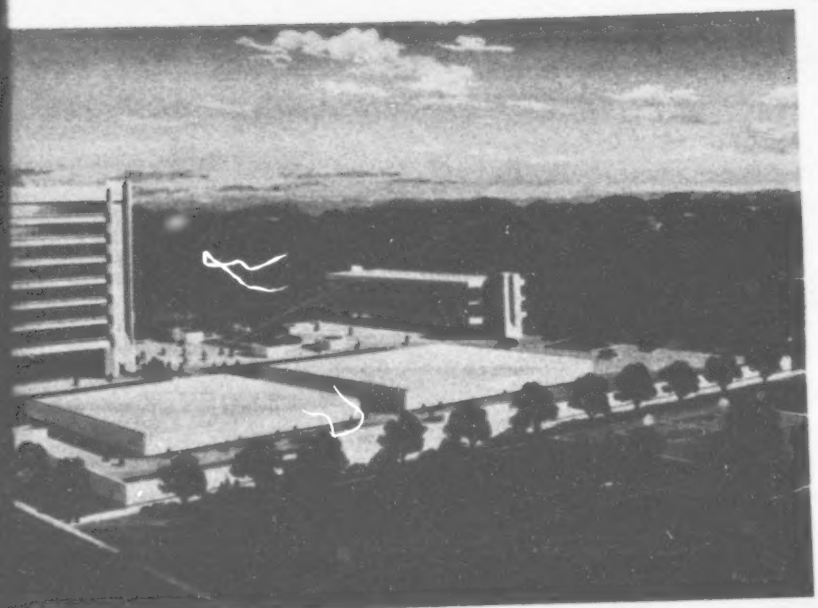

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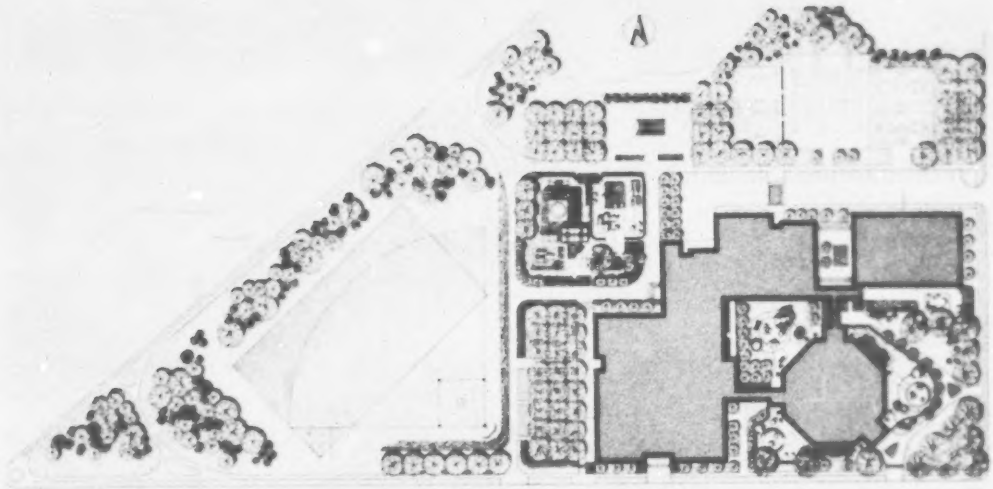
Making Choices

Planning models vary greatly in kind and degree. For example, the process adopted for planning a large urban center that will occupy a city block, concentrate all the social agencies under its umbrella, and serve as a transportation hub and a nucleus for regenerating the inner city would not be applicable even in scaled-down form to a rural or village setting. Its very concentration might encourage traffic congestion or have some other adverse effects to strain existing community resources and services.

An important aspect of the planning process is determining which means or methods are most appropriate for each situation. All methods of planning require careful and deliberate efforts to include community representation and to properly orient the various participants for the tasks they are assigned. Community reaction to planning decisions or lack of decisions can be vocal and spontaneous. Indeed, the arena of educational and community planning is often the most volatile in terms of participation. It is here especially that conflicting beliefs, value judgments, and the anxieties of the community find the largest numbers of issues around which to focus controversy and to take sides.

The community's input should not be confined to the planning and implementation stages of a project. Communities should continue to assist in operating their centers, changing and improving both the program and the facility as time proves necessary.



SITE PLAN

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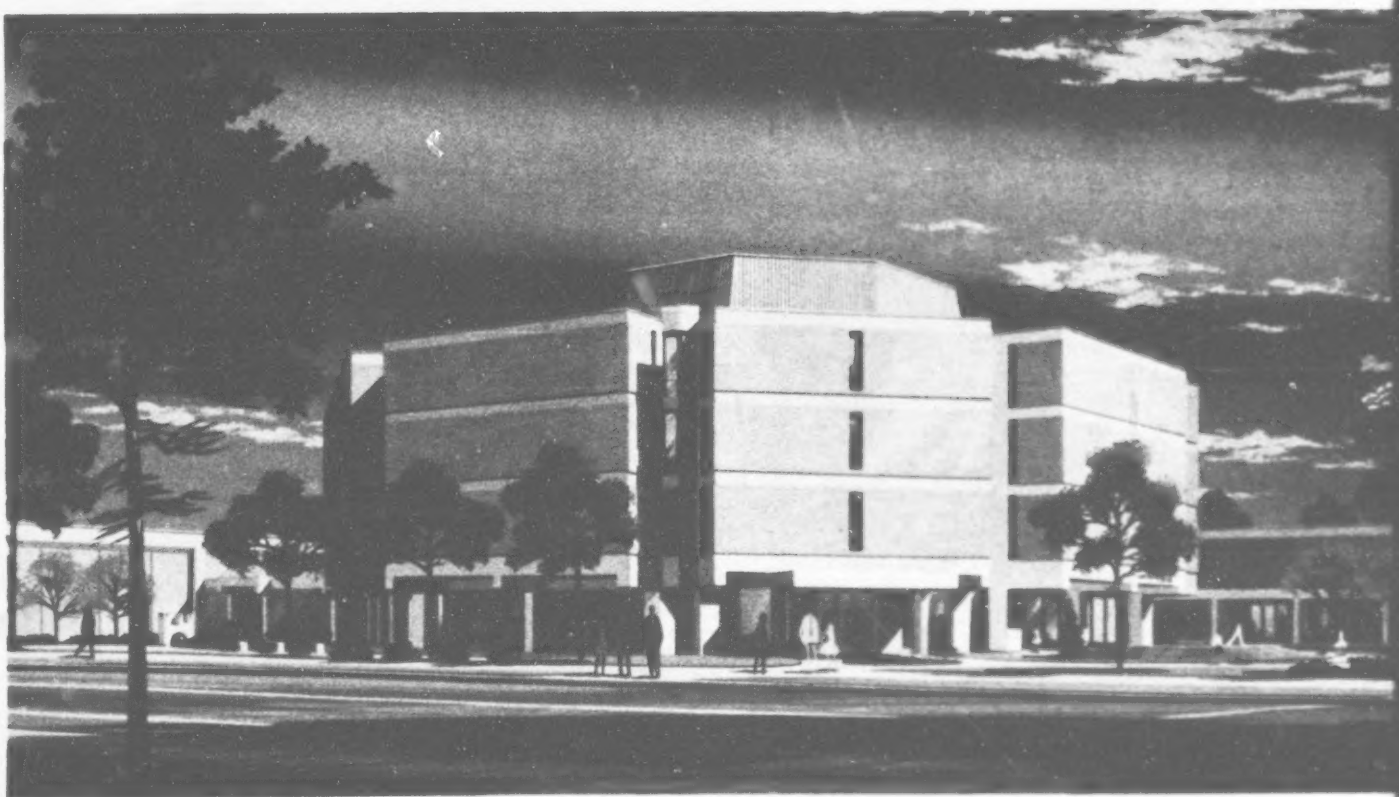
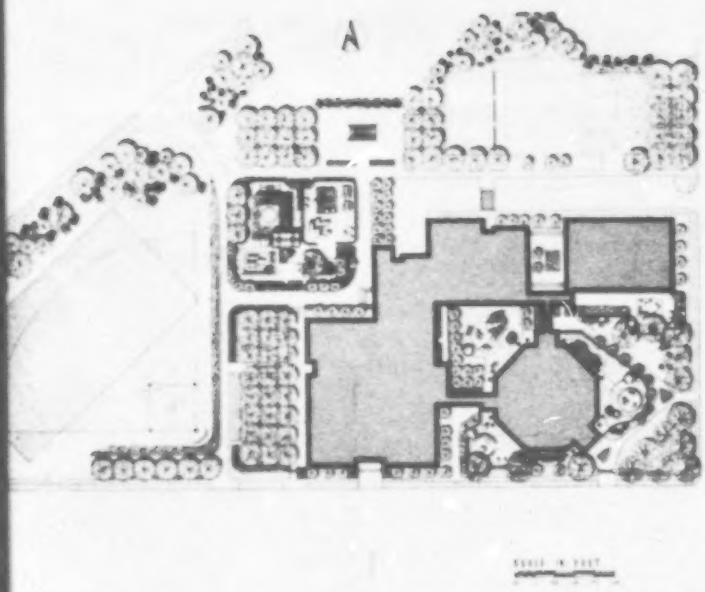
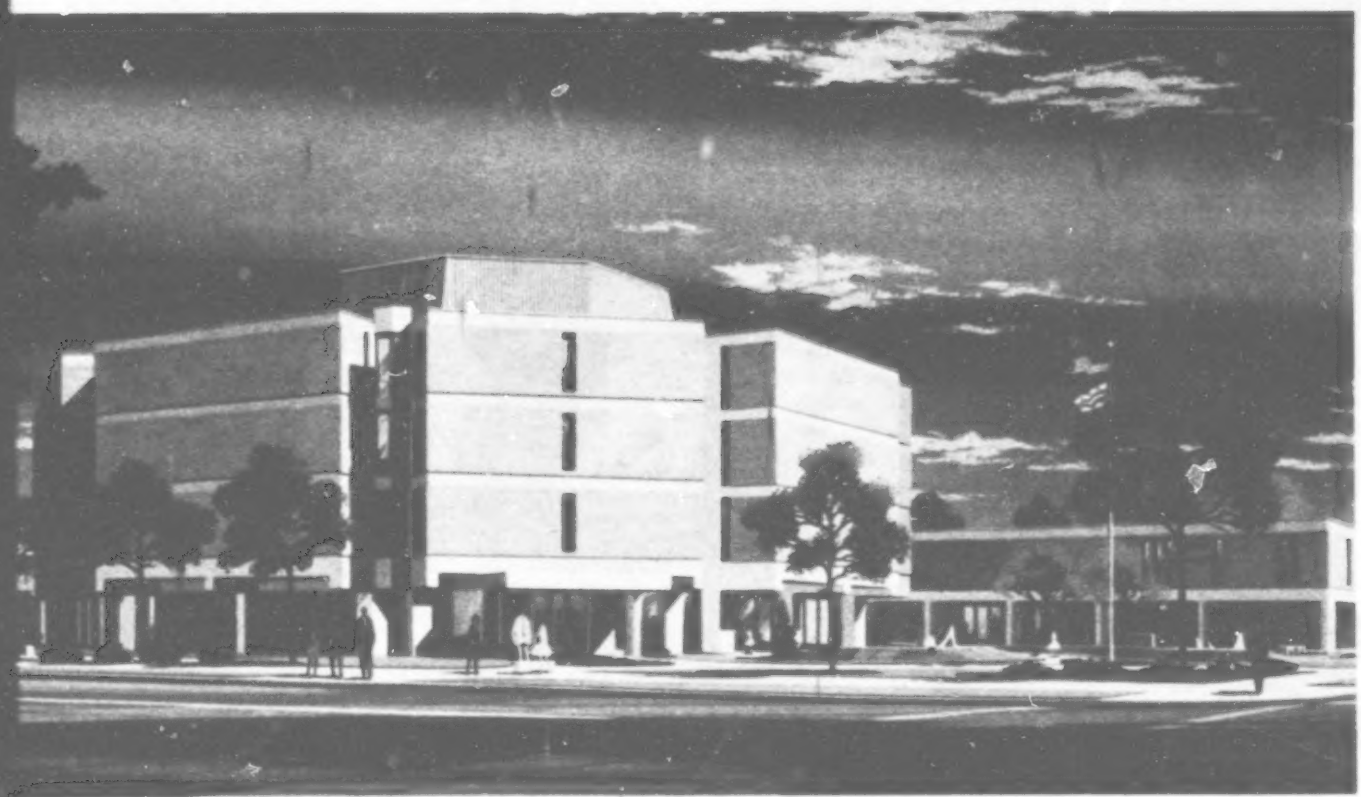
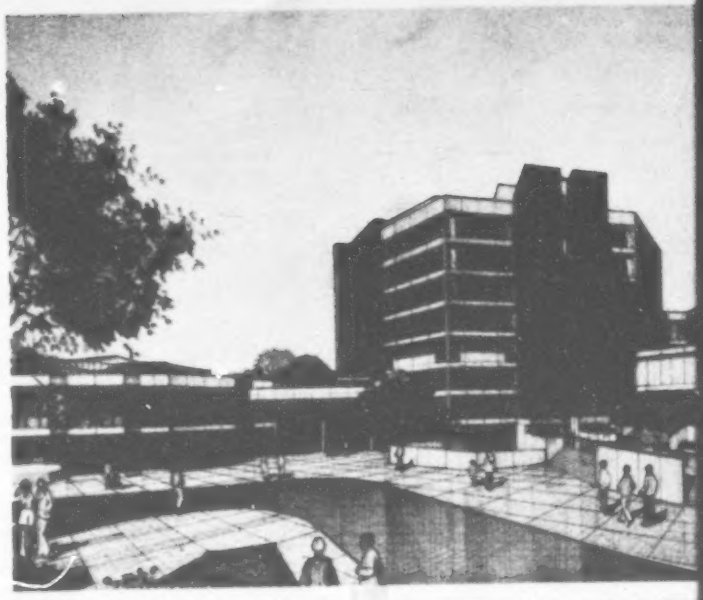




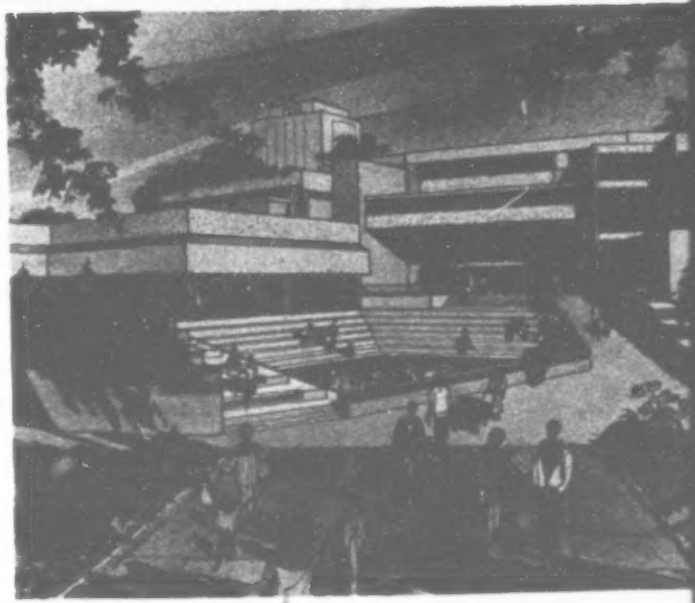
Washington Highland Community School provides facilities for 1,200 youngsters in the elementary grades, kindergarten, and prekindergarten, and related facilities shared or primarily used by other members of the community. Shared areas include a physical education unit containing a gymnasium, swimming pool, locker rooms, and related classrooms; assembly area with stage; kitchen unit; teen center; music suite; and outdoor recreation facilities. Facilities to be used by the community only are health center, day care center, adult classrooms, and neighborhood service center. In order to provide as much outdoor space as possible on the small, urban site of only four acres, elementary grade areas were stacked in a four-story learning tower. Physical education, community, and recreation centers are grouped around the school, creating a unified center for all residents of the community.



People in the Dunbar community in Washington, D.C., participated in planning the new senior high school to replace the former historic institution that had served since 1916. Located on a relatively small site, the new facility must be constructed and ready for occupancy before the old school is razed. A 90-foot learning tower of three "little schools" looms above a complex of auditorium, gymnasium, swimming pool, parking, and business education and home arts classrooms which will be shared with the neighborhood, along with such outdoor facilities as amphitheater, football and baseball stadium, volleyball and tennis courts, and vivarium. Planned future additions will increase educational and recreational opportunities for people in the surrounding area.



The first educational facility for Fort Lincoln New Town in Washington, D.C., is an elementary school designed to function as an active community center. Located on a four-acre, sloping site, the four-level building makes extensive use of roof areas for recreation and outdoor instruction. Central "meeting and greeting" circulation space connects all levels and provides access to the main public areas. Lower levels of the new center include community facilities such as swimming pool, gymnasium, auditorium, commons, clinic, welfare and housing offices; upper levels accommodate preschool through grade six learning areas. A new secondary school to be located on an adjoining site and the restored old historic Fort Lincoln nearby will further the development of an extensive community-use center.



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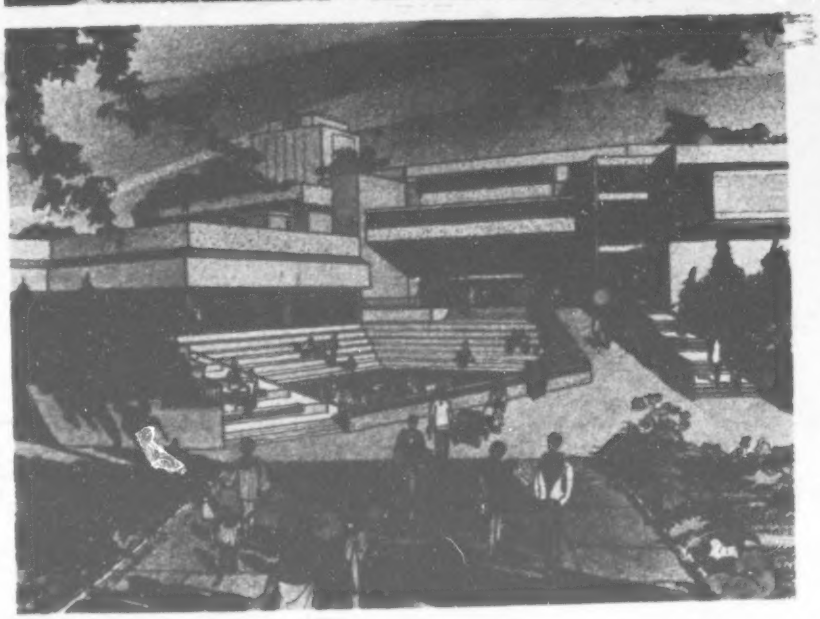
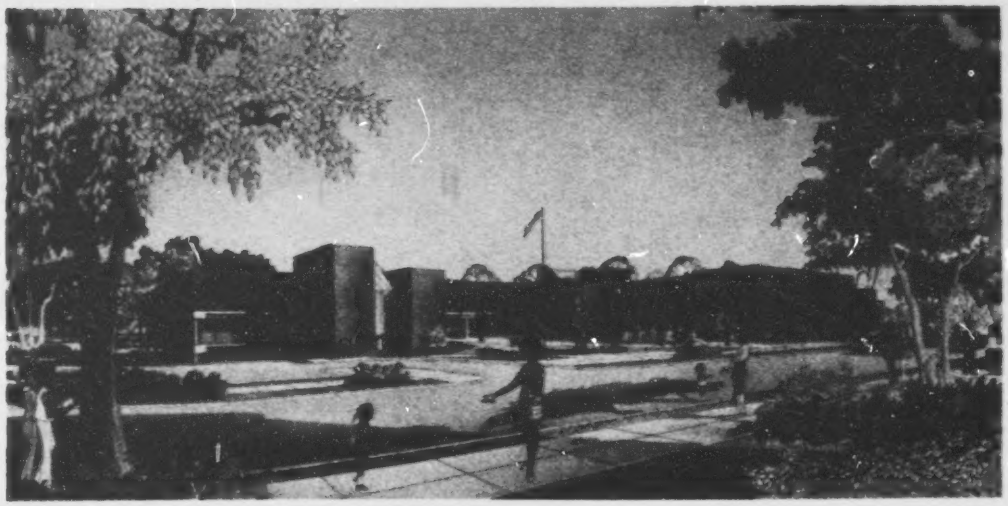


Continuing Relationships

Such well-known projects as Pontiac's Human Resources Center are valuable models not for the centers themselves as specific prototypes, but for their basic planning methods, intragovernmental cooperation, multiagency financing, team programming, community participation, imaginative architectural and urban design solutions, joint occupancy of facilities, and shared administrative and operational responsibilities. These principles can be applied just as validly between the departments of education and recreation or the local Y's in a community that wants to incorporate a swimming pool into the plans for its new middle school.

Many high-hoped attempts at cooperative planning have come to naught through a basic breakdown in communication and coordination. Today, when time means money, it can be discouraging and frustrating to have to deal with and get approval from so many agencies, and to be increasingly delayed by overpowering bureaucratic procedures. But the future of society depends to a great extent on establishing new working relationships among all citizens. It is time to start now—time more than ever to follow the principles established by our forebears and make our institutions responsive to the people.



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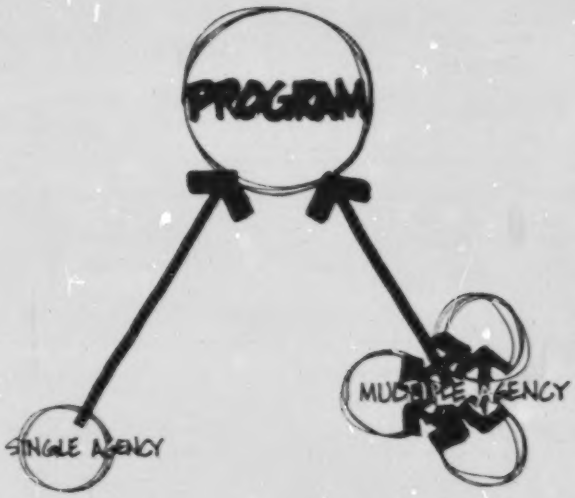
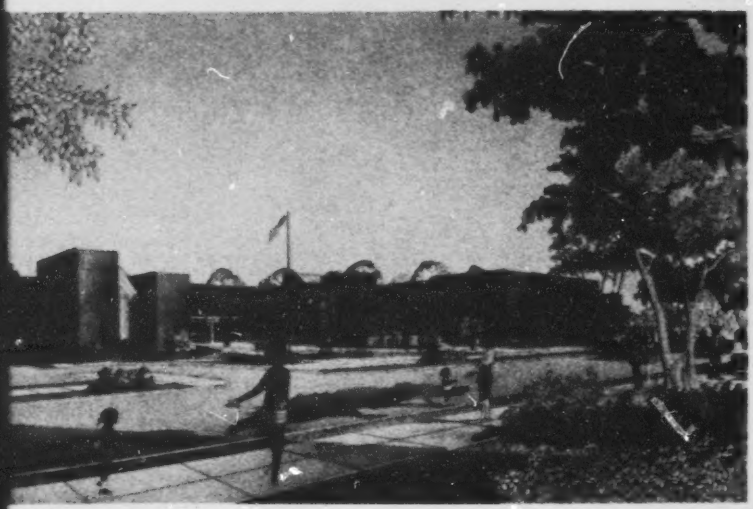
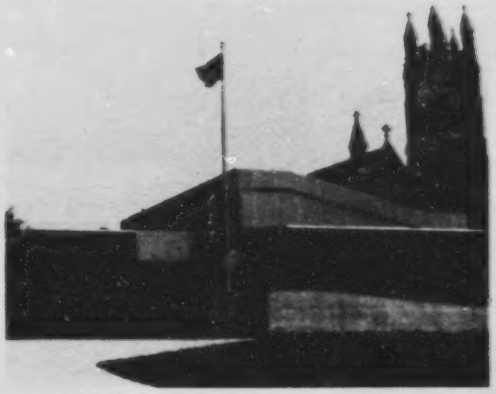
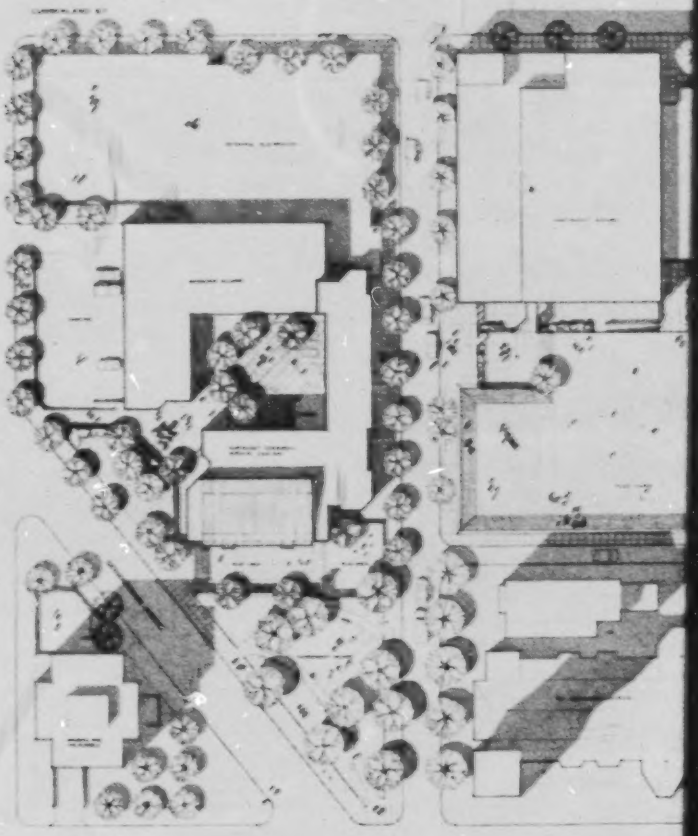
own projects as Pontiac's Human Resources Center els not for the centers themselves as specific proto- basic planning methods, intragovernmental coopera- nancing, team programming, community participation, ectural and urban design solutions, joint occupancy hared administrative and operational responsibilities. an be applied just as validly between the departments ecreation or the local Y's in a community that wants vimming pool into the plans for its new middle school. ped attempts at cooperative planning have come to basic breakdown in communication and coordination. means money, it can be discouraging and frustrating h and get approval from so many agencies, and to be ed by overpowering bureaucratic procedures. But the epends to a great extent on establishing new working g all citizens. It is time to start now—time more than principles established by our forebears and make our sive to the people.





A community service unit that will serve as a little "city hall" is a distinctive feature of Oxon Run Educational Center. Planned as three schools in one, the center contains a primary school on the ground floor, a secondary school on the second floor, and a community school on the first floor. Some of the first floor spaces, including the auditorium, library, gymnasium, and industrial arts and home arts rooms, are shared by students in the schools above and below. Extensive recreational facilities are also available to the community when school is not in session.

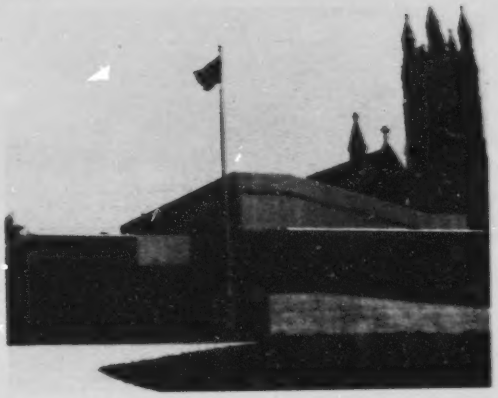


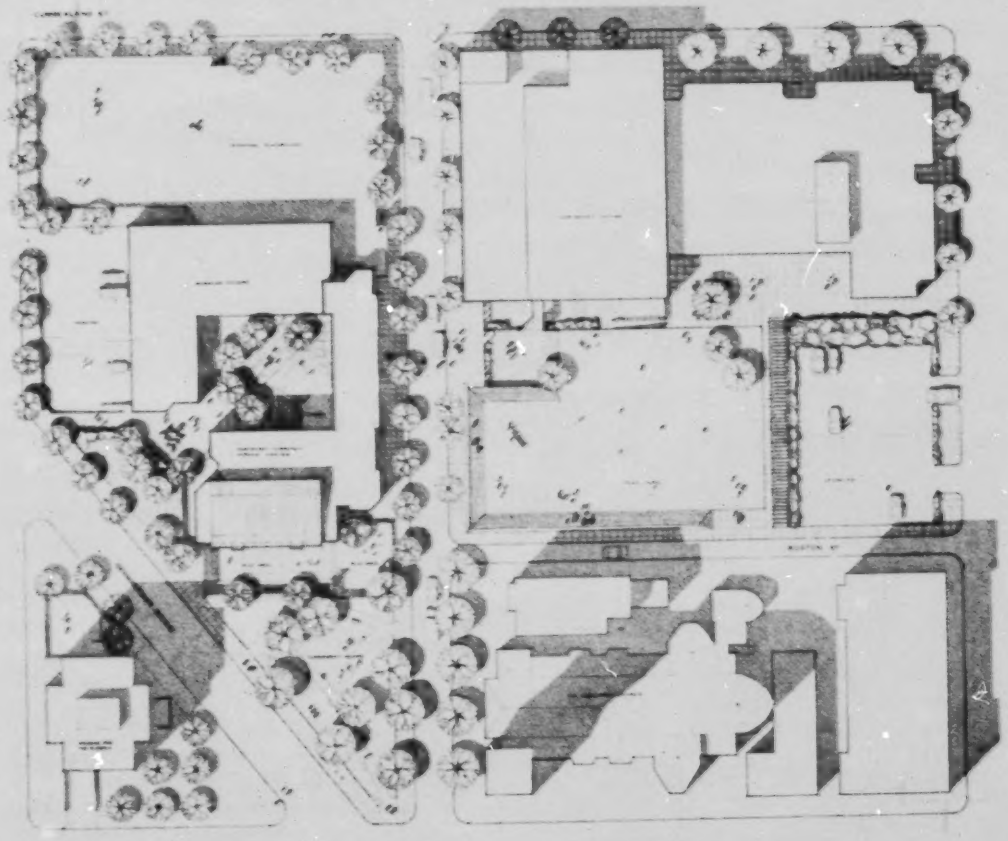


Hartranft Community Center

Under the guidance of the Hartranft Community Corporation (an inner city development organization in Philadelphia), the Hartranft Community Center is developing into a multifaceted neighborhood complex encompassing several city blocks. Within the area there will be a community service center, community school, church and related school, housing for the elderly, park, and neighborhood playground. Replacement of an old elementary school by Hartranft Community School was the catalyst in the development of the complex. The new school is linked to the parochial school by an arbored walkway; the school playground is unfenced and available to neighborhood children. In addition to shared facilities, 4,900 square feet of unassigned, divisible space in the school was designated for community use.

The community service center has been designed to be built in two stages, the first to include day care, multipurpose, and office spaces, and the second recreational facilities. Occupants are such public and semipublic agencies as state and city welfare departments, community action council, legal aid council, employment commission, recreation department, and community groups. The paved court between the two units will contain an outdoor amphitheater for open air meetings, musical and dramatic presentations, and other neighborhood functions and gatherings. Funds from Model Cities, HUD, and the city department of recreation, as well as from the school district, were brought together in the construction of this project.





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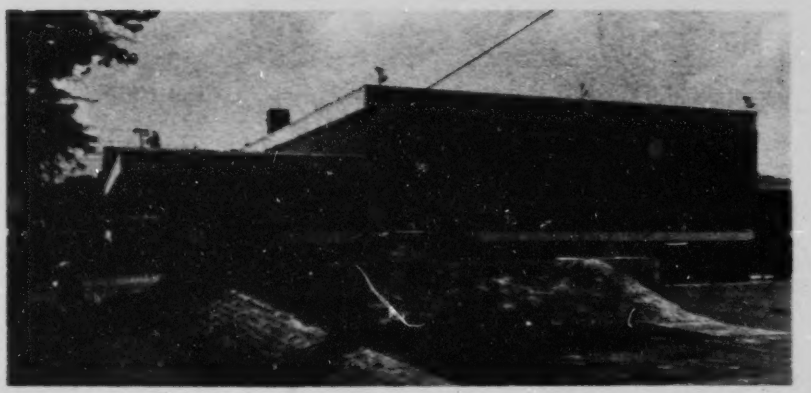

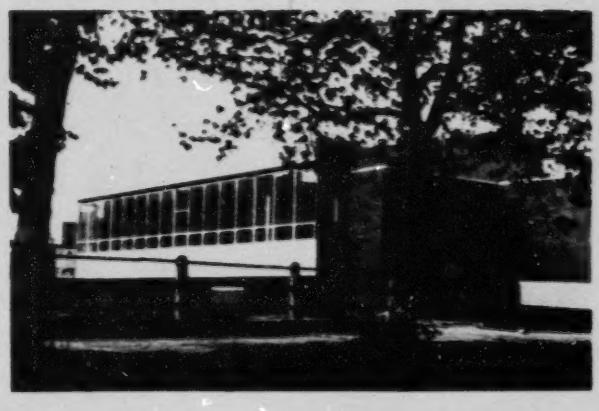

Casa Blanca Comm

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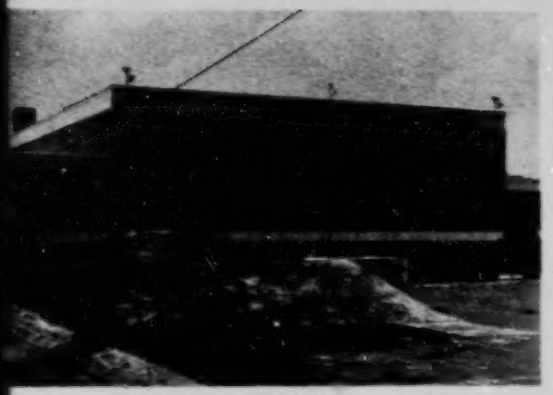

Casa Blanca Community School

An agreement between the citizens of the Gila Indian Reservation in Arizona and representatives of three governmental units (U.S. Office of Education, HUD Model Cities Program, and Bureau of Indian Affairs) to work together for the needs of the community was the starting point in planning for the community facility which will also house the Casa Blanca School. A three-day charrette was held, involving residents of the community, cooperating agency officials, and consultants. Representatives from all segments of the community were invited to participate, including former students.

Among the educational and community needs identified in the planning process and incorporated into the final design were spaces for preschool, day care, and head start programs; a combination cafeteria-auditorium; and a stage with dressing rooms for community use. The facility will provide opportunities for cultural, recreational, and vocational training by and for all members of the community.

One of the most significant aspects of the Casa Blanca planning process was the adherence to a strict timetable set in advance. The charrette was held April 1-3, 1971; a draft of community and educational specifications was completed by April 15; and an architect was employed on April 17. Ed specs were reviewed by members of the community, and the final draft was completed by April 30. The architect completed preliminary plans and schematics on May 20; final plans and specifications were submitted to the Gila River Tribal Council on June 15.[1]

[1] Editor's note: Unfortunately, federal funds for this project were frozen, and construction delayed until late 1973.

4
Pooling Human and Fiscal Resources

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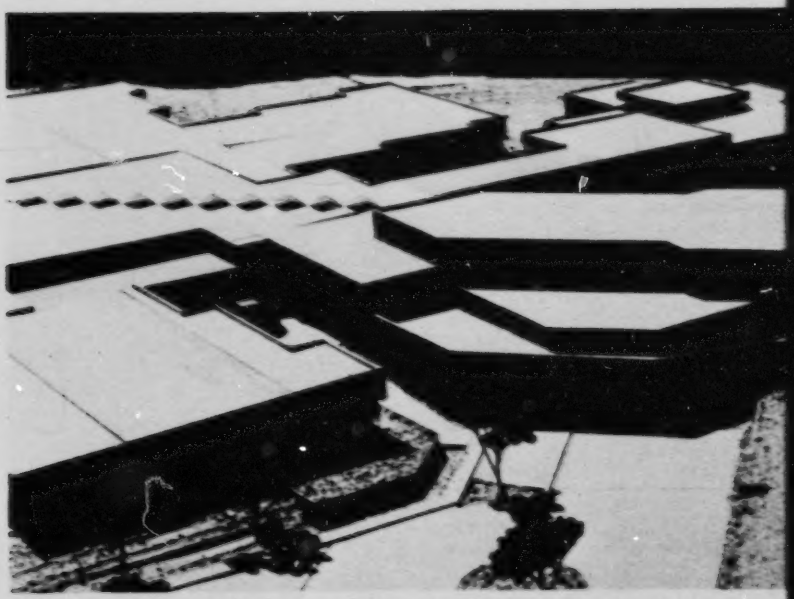
Pooling and Fiscal Resources

A community education program represents the total effort by a community to serve the educational and related needs of its people. Community education, therefore, involves a great variety of formal and informal educational activities for people of all ages. The social service programs in the public and private sector, because they are educationally related, are another integral part of total community education. A community education facility, therefore, is simply one that houses various educational and social service activities. It is a multiuse facility and, because communities differ, serves a different array of functions in different communities. The kinds of programs and services housed in a community education facility might be categorized under four general headings:

1. Educational programs conducted by one or several education institutions or agencies
2. Educational and service programs, which may be supported fully or in part by federal, state, or foundation funds
3. Services rendered by public and private social service agencies
4. Cooperative ventures, involving a number of agencies and institutions and designed to link together individual programs to achieve maximum coordination and thus more useful and efficient educational and social services to citizens

It is evident that the planning, construction, and operation of a community education facility requires a very extensive and complex degree of cooperation and coordination. Community resources must be pooled; the important question becomes, "How?"

Leadership for the development of a community education facility should center in one agency or institution. The institution best able to



provide this leadership is nearly always the existing public school system, which in most instances will be the largest user and will support the greatest number of components in the community education facility. The school system may be the only organization that has the staff and resources to do the necessary planning and coordination. Public schools can qualify for state and federal financial support, which is often an essential ingredient for program success. Furthermore, the role of the public schools has been extensively broadened in recent years to include many educationally related functions which now make such a leadership role for the public schools almost inevitable.

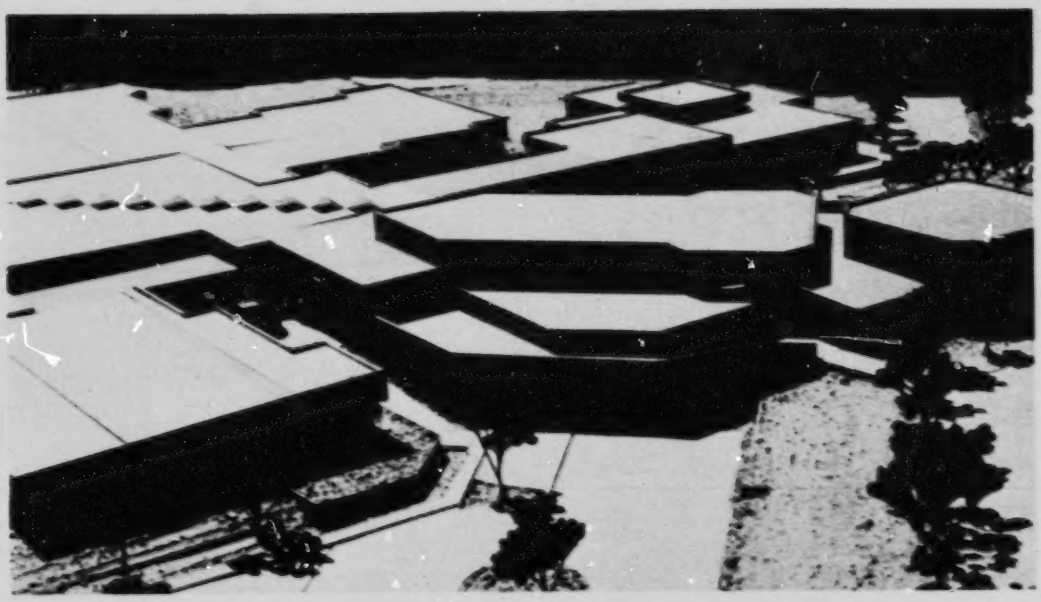
Exercising initial leadership in the creation of a community education facility means bringing people together for study and discussion and developing support from the potential users of the facility, as well as general support from the community. Planning for the Kennedy Center in Atlanta illustrates this point. It was initiated by the public schools and succeeded in securing strong support from local city planners and the mayor.

Finance

Questions of financing community education facilities arise in the planning, construction, and operational phases of development. The financial package that is developed for each of these three phases should include support from the agencies and institutions that will utilize the facility, from state and federal programs or agencies that support activities that may be housed in the facility, or, under unique circumstances, from foundations or private contributors. All possible resources should be tapped to support the project. Available resources of course will vary from community to community.

Pontiac Human Resources Center

The Human Resources Michigan, now in its secon was designed to deliver m serving functions" of societ young and old, who live in th tial area in which it is located a full range of educational a and informal, for children, and adults who live in the are social service agencies als deliver their services to all Thus, the Human Resources C its purpose—to help people vidual human and social res in their lives.



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Pontiac Human Resources Center

The Human Resources Center in Pontiac, Michigan, now in its second year of operation, was designed to deliver many of the "people-serving functions" of society to all the people, young and old, who live in the inner-city residential area in which it is located. The center supports a full range of educational activities, both formal and informal, for children, out-of-school youth, and adults who live in the area. Public and private social service agencies also use the center to deliver their services to all people in the area. Thus, the Human Resources Center's name reflects its purpose—to help people develop their individual human and social resources at all stages in their lives.

The Human Resources Center was developed and is operated by the School District of the City of Pontiac in cooperation with a number of other agencies. The impetus for its development came from several circumstances: the need to improve the quality of education and of life in the area; the vicious cycle of poverty, worsened by racial tension and urban obsolescence; the need to replace several old elementary school buildings. Here was an opportunity not only to achieve a better racial balance and better education, but also to bring to the inner city a series of other much-needed services and options.

Today the concept of the center rests on four beliefs that evolved from continuous and deep study and discussion by the board of education, the community, and a number of agencies during all stages of the center's development:

1. The opportunity for the life-long development of individual human resources is important for all people, and greater opportunities are needed in inner city areas.
2. Both the quality and quantity of educational programs must be improved substantially.
3. Coordination of educational services and social services can increase the effectiveness and efficiency of both.
4. The services provided by a human resources center, when coupled with the physical upgrading of the area through municipal governmental action, can regenerate an inner-city residential area.

In brief, the goal of the center is to serve as a catalyst for the creation of a stable inner-city residential neighborhood in which people can find a "good life."

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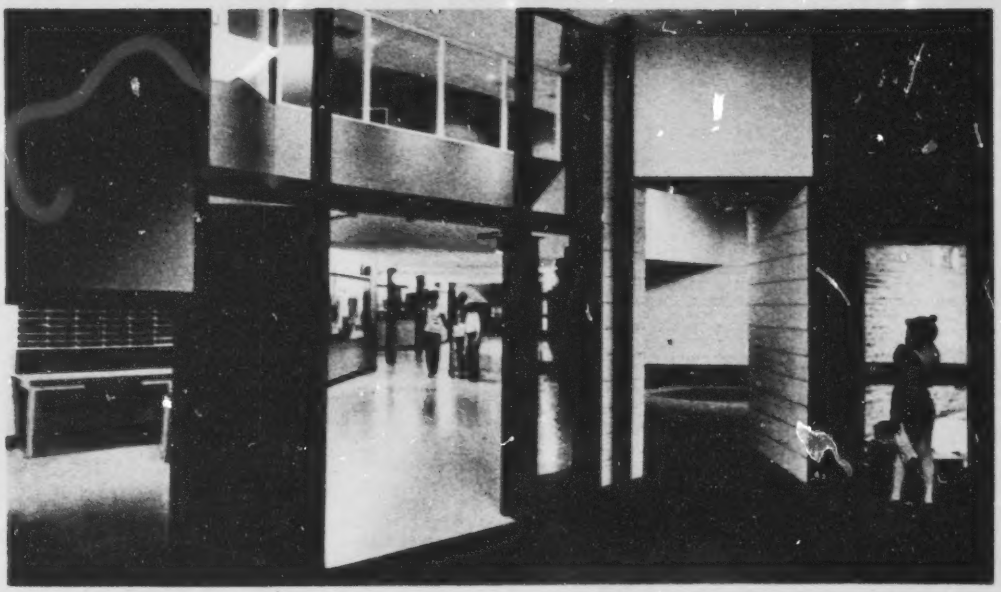

Under certain circumstances, *planning* grants are available from the federal government or from local foundations. It is also possible to secure top-level planning consultant service without cost to the local district, through foundations or state and federal governments.

The financial package for *construction* costs can be made up of local school district funds supplemented by state, federal, and foundation funds. The T. Wendell Williams Elementary School project in Flint, Michigan, for example, was financed by a package made up of funds from the Flint Schools, the State of Michigan, the U.S. Department of Housing and Urban Development, the Flint Recreation and Park Board, and the Mott Foundation. It is evident that the exploration of all potential financial resources in the early planning stages of the project should have high priority.

Financing the *operational* costs of a community education facility should be guided by the concept that operating funds from local agencies and institutions combined with categorical aid support funds from federal and state governments can produce an extensive program of coordinated education and service activities. Through the linkage of local resources with federal and state program support, a high level of services to the community can be achieved. Guidelines for putting together this kind of financial package have yet to be written. Success today rests on ingenuity, imagination, and a great deal of effort.

Planning

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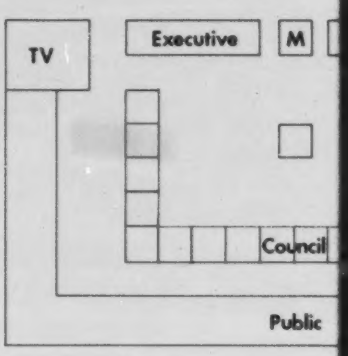

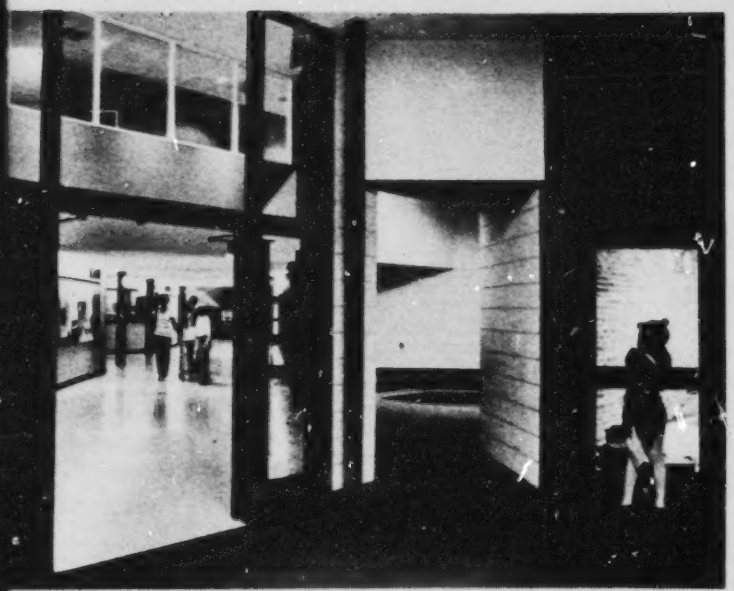

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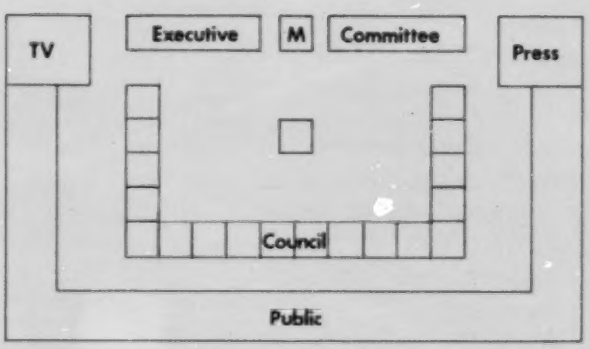
Planning

The planning process began in 1966; the center was opened in 1971. This five-year span indicates the amount of time that can be consumed in the development of multiuse facilities when the community and a number of government organizations and agencies are continuously involved.

The story began in March 1966 with a petition from 256 residents for a new school. During the summer the board and the community evolved the basic idea of the center, and in September it was endorsed by the mayor and the city commission.

Beginning January 1, 1967, a $10,000 grant from the Mott Institute for Community Improvement at Michigan State University was used for a six-month study by the board and city, working directly with citizens in the area as well as with people in universities, agencies, and professional and community societies. At the termination of this preliminary study in July 1967, the Board sought a list of recommended planning firms from the Educational Facilities Laboratories of the Ford Foundation and selected Urban Design Associates of Pittsburgh, Pennsylvania, to prepare interagency planning studies and to recommend a site for the center.

To formalize the full exchange of governmental and community aspirations in the planning process, the Pontiac Area Planning Council was formed in September 1967. It comprised a 34-member council of citizens, chaired by the mayor, and an executive committee composed of representatives of the city's major agencies. The council met approximately every three weeks; all its sessions were public.



The preamble to the council's charter is worth quoting here:

> **"We believe that the creation of an urban environment in which people from all segments of society can live and work freely and happily, without fear, is the most pressing concern of twentieth century America.**
>
> **"We believe that the problem of our urban centers has become so complex, the importance of solving the problems so urgent, that we can no longer rely upon piecemeal, independent action, or inaction, by segments of our community, public or private, to achieve the level of coordinated developmental planning which is required now.**
>
> **"We believe that resources exist in the Pontiac community to improve our urban environment and to make it a bright example of effective cooperative planning.**
>
> **"We believe that the problem of the urban area is the problem of all people —not just those who happen to live in a particular political subdivision.**
>
> **"We believe that we must move without delay on overall programs of community improvement, that priority of commitment of community resources must be planned and the plans must be implemented.**
>
> **"We believe that the private sector of our community must directly and vigorously involve itself in the creation of a better urban environment by a commitment to investment, job training and hiring.**
>
> **"To this end we propose the creation of a Pontiac Area Planning Council. . . ."**

Governance and Administration

The use of the community education facility by autonomous agencies and institutions requires cre structure that can effectively coordinate program suggested that a single institution, the public sc responsibility for the operation of the facility. This evolved in the Atlanta, Flint, and Pontiac project responsibility for operation of the facility should re member. A school district can thus serve as a po as fiscal agent for the operation of the facility. It is provide mechanisms for (a) involving all user age in governance in some kind of an advisory capaci voices of citizen users of the programs and servic

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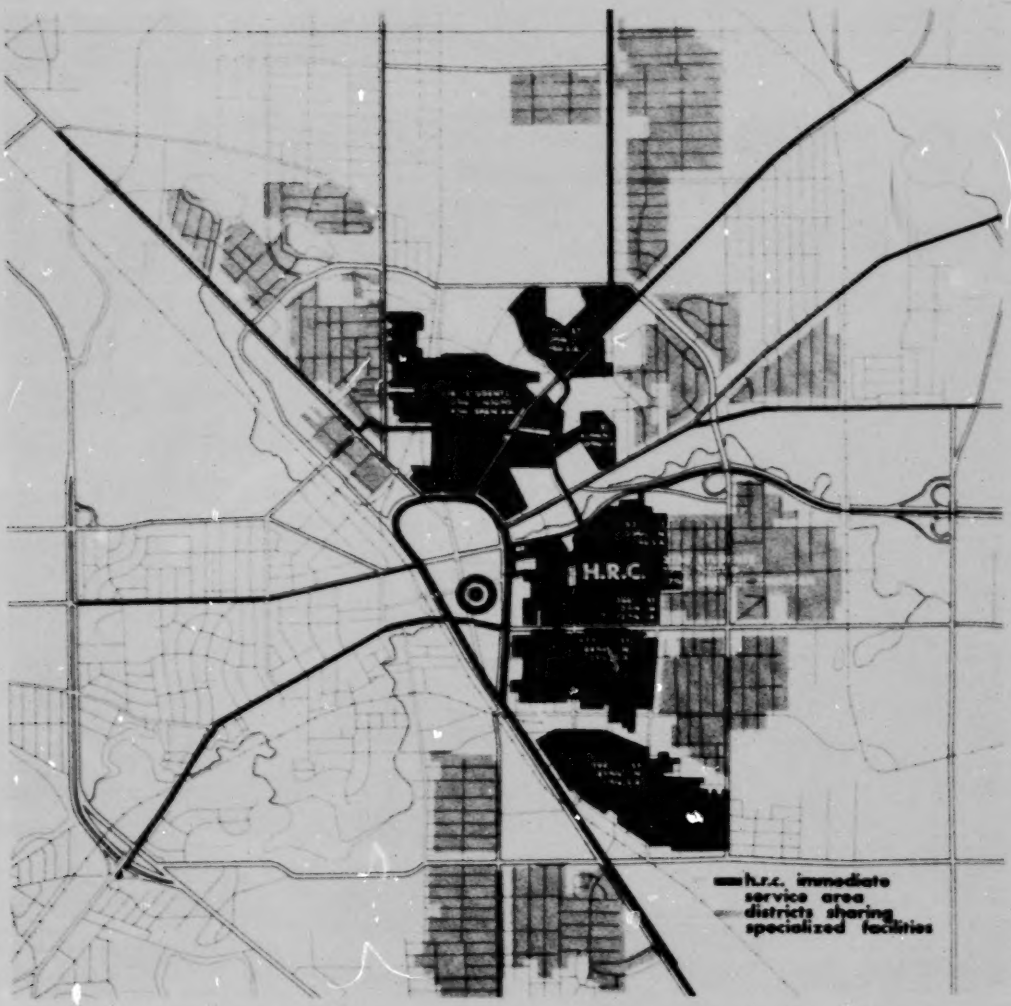
Governance and Administration

The use of the community education facility by a number of relatively autonomous agencies and institutions requires creation of a governance structure that can effectively coordinate programs and services. It is suggested that a single institution, the public school system, assume responsibility for the operation of the facility. This is the pattern that has evolved in the Atlanta, Flint, and Pontiac projects. The administrative responsibility for operation of the facility should rest with a school staff member. A school district can thus serve as a policy-making body and as fiscal agent for the operation of the facility. It is desirable of course to provide mechanisms for (a) involving all user agencies and institutions in governance in some kind of an advisory capacity, and (b) letting the voices of citizen users of the programs and services be heard.



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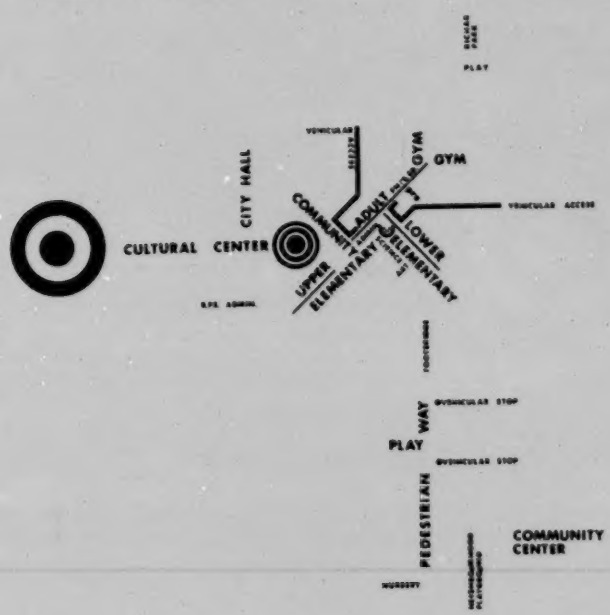
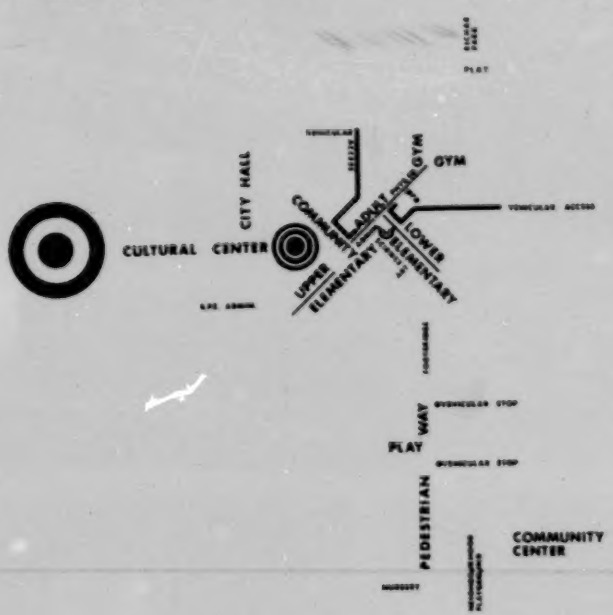


Working closely with members of the board and its staff, council, city agencies, teachers, citizens, and citizen groups, the planners developed a series of comprehensive planning studies of the inner city which included physical obsolescence, demography, health, transportation, and employment. They also developed inventories of need and aspiration, which included education (for youth and adults), recreation and health, employment, and culture and the arts.

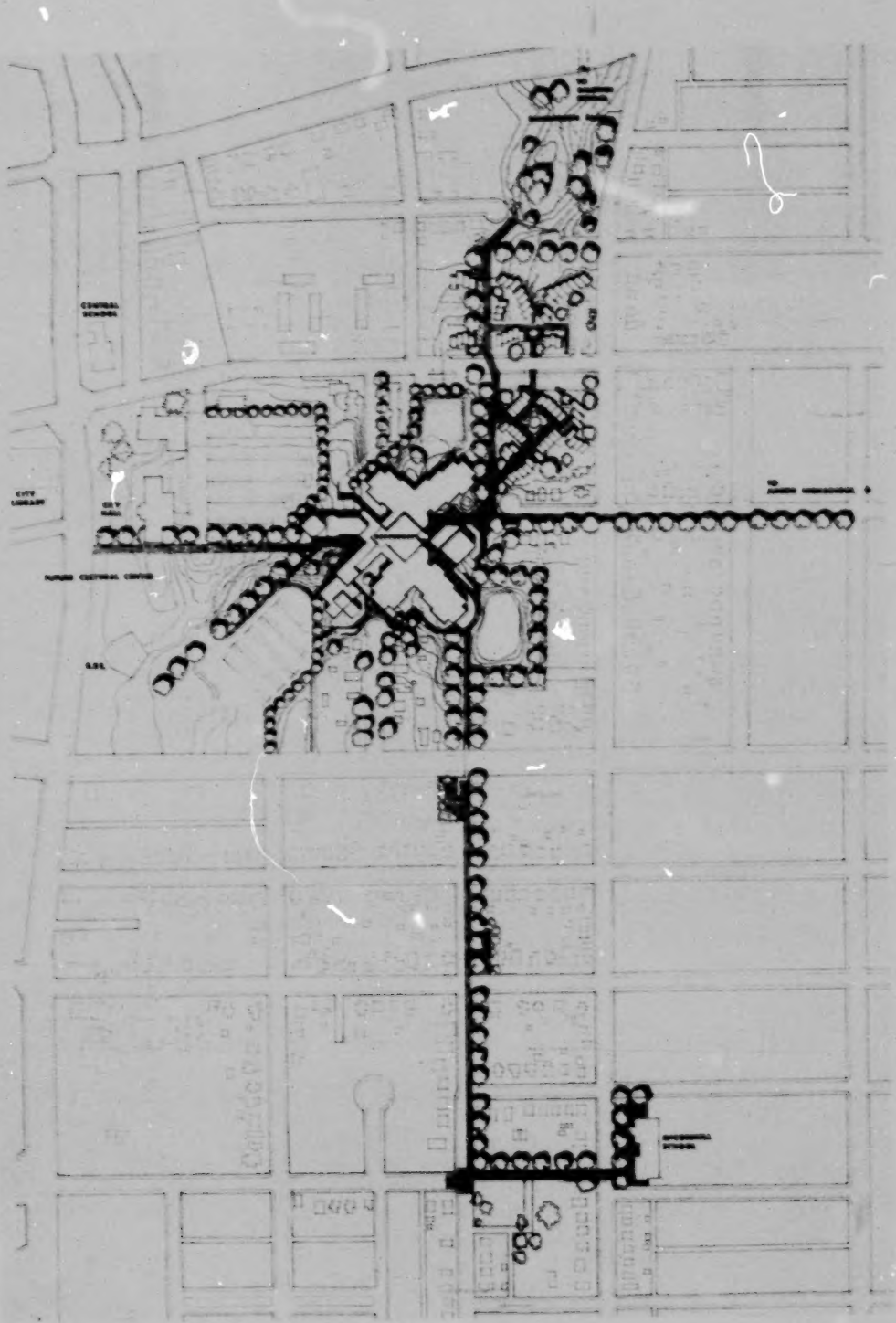
Based on these studies, a site adjacent to City Hall and the central business district of Pontiac was selected early in 1968, primarily for its metropolitan focus and the opportunity it presented to bring hitherto segregated communities together. The 14-acre site was acquired through the purchase and removal of 28 obsolete commercial and residential structures, combined with urban renewal lands.



Design

The detailed designing of the complex began in late spring 1968, with the full participation of the board's staff, teachers, representatives from city agencies, and citizens. The design was completed and endorsed by the board and the city early in 1969. Detailed construction drawings and specifications were finished by the end of the year, and the center went out to bids in January 1970.

It was decided early to provide a pedestrian street through the center so that the residential areas could be linked to the civic and commercial heart of the city, and so that the complex would have a true community focus. A sloping site enables the pedestrian street to enter the building on grade on the western side, pass through the complex's second level, and wind down to grade again on a ramp that wraps around the gymnasium on the eastern side.



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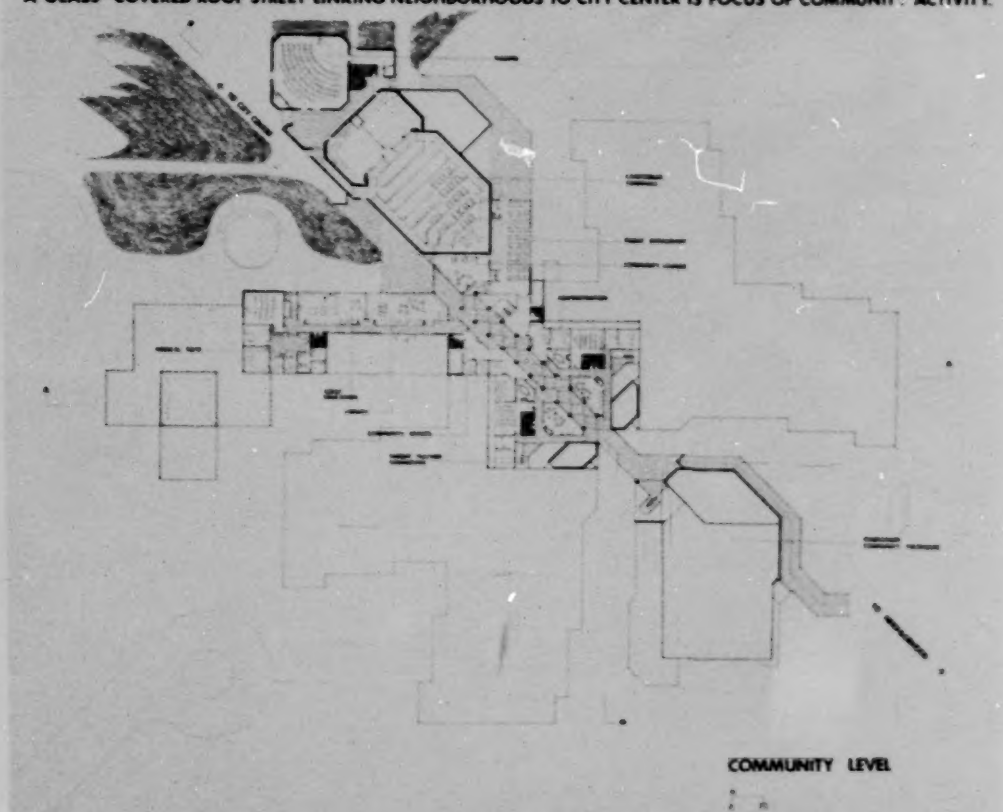
A GLASS-COVERED ROOF STREET LINKING NEIGHBORHOODS TO CITY CENTER IS FOCUS OF COMMUNITY ACTIVITY.



COMMUNITY LEVEL

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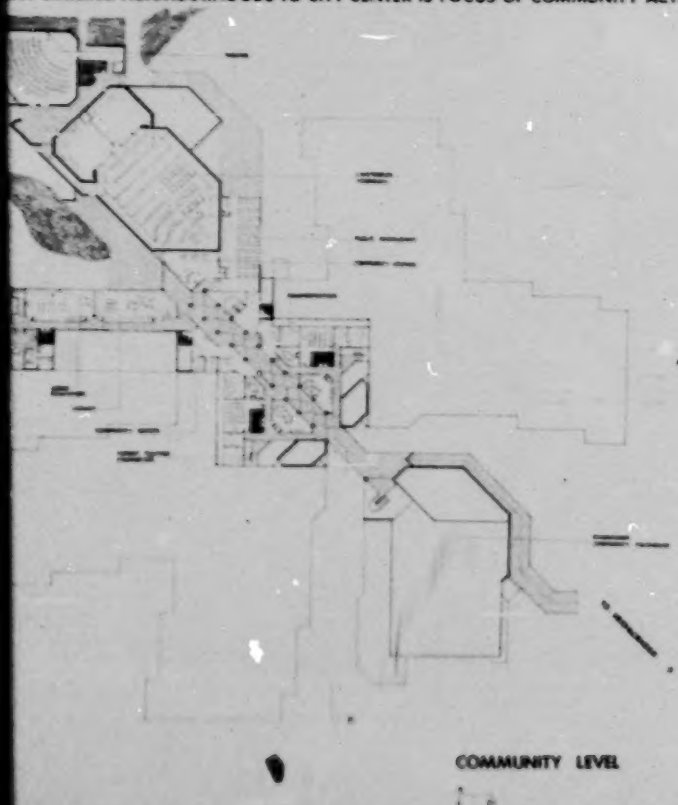
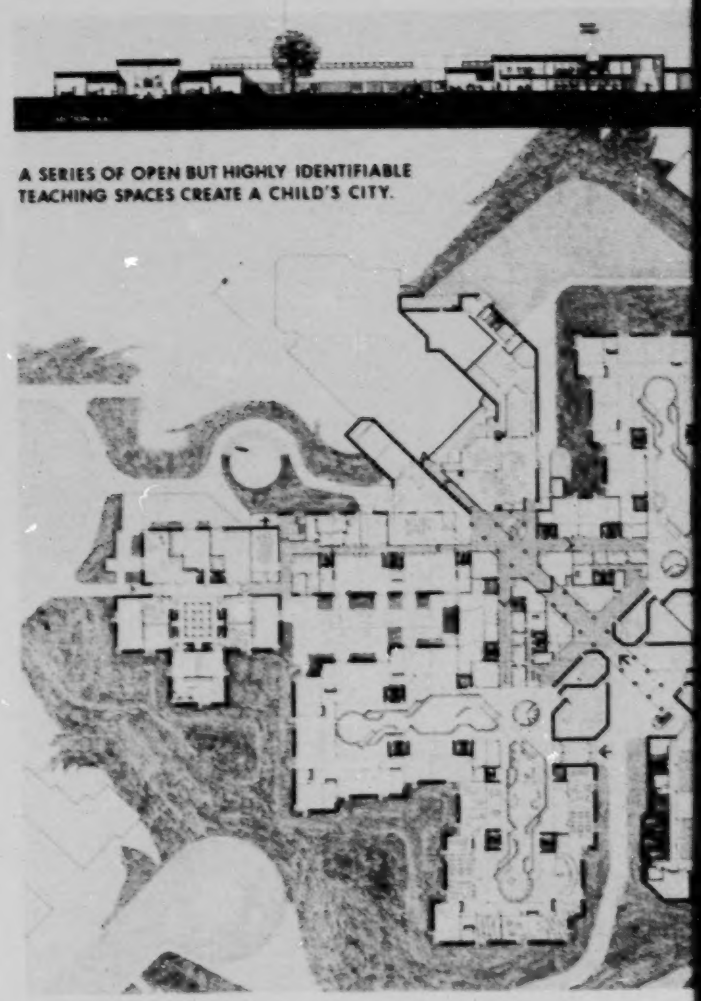


The plan of the upper level of the complex shows the street and the various facilities on it as it was finally built. From upper left to lower right the facilities include a theater for performing arts, lectures, recitals, and conferences; an exhibition foyer; a multipurpose arts-music hall; a terraced auditorium that doubles as a cafeteria; an adult education suite on two floors including a library, homemaking suite, and workshops; a health suite; a community lounge; a public restaurant; social service offices and consulting suites; seminar and meeting rooms; music and poetry reading theaters; a spectator gymnasium; changing rooms; and a health spa that becomes a motor learning laboratory during the school day. The street continues into a public square, with routes into the community through landscaped outdoor recreation areas, rehabilitated streets, and new housing.



A SERIES OF OPEN BUT HIGHLY IDENTIFIABLE TEACHING SPACES CREATE A CHILD'S CITY.

The lower level plan is an elementary school complex (K-5) in five parts. Committees of teachers and parents worked with the board and the architects throughout its planning and design. The Parent Steering Committee made 32 recommendations; 29 of them were accepted, 1 was not accepted, and 2 are receiving further study for future incorporation.

Kindergarten and preschool facilities are at the lower left. The two major wings at the top of the plan are upper elementary; the two at the bottom of the plan are lower elementary. In the center of the plan are teacher preparation rooms and auditoriums for music, play and poetry reading, and discussion groups.

The plan is, in a sense, a series of interior streets. The Human Resources Center has been planned so that as soon as a child enters, he or she has an immediate sense of belonging to the whole. In spite of its size, the center is the child's place.

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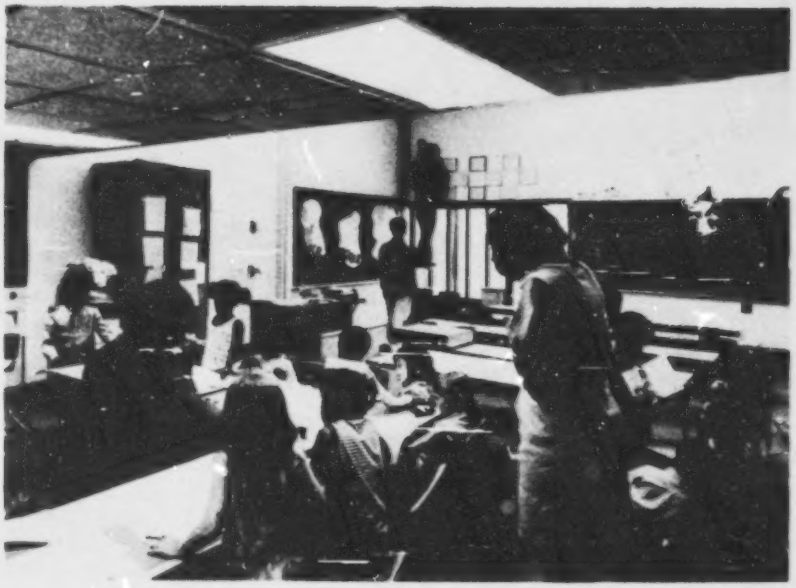

Major Problems

Experience in the development of community education facilities has as yet been rather limited in the United States. As greater experience is gained, it is probable that much wider understanding and awareness of problems and developmental techniques will emerge. At the present time, a school district considering development of a community education facility can anticipate three major problems:

1. Getting the cooperation of local agencies and institutions as well as state and federal agencies can be difficult. Local agencies' and institutions' fears of losing autonomy must be overcome. Federal and state agencies must be convinced that a community education facility supports their program goals.

2. The planning process, because of the need to coordinate activities with a variety of agencies and institutions, can be very time-consuming. Pontiac's Human Resources Center took five years to develop. During a lengthy planning period construction costs can rise and financial plans become increasingly complicated.

3. The location of the facility may be controversial. Community pride may vie with considerations of urban design, accessibility, and the racial composition of the neighborhoods in which potential sites are located.

Educationally, the cent progress and cooperative There is a wide variety of s architectural unity to hold ther teaching activities may range a teacher to small groups to tions, or group discussions Some spaces are enclosed, others are open and commu

The plan is structured module. The central "tongue elementary wings is a med sources center. With a floor l the general floor level of the media center is surrounded audiovisual equipment. Oper are located around the peri Areas for group discussion while places for project work tion, and small discussions Carpeting and acoustical sounds of the various activi with each other. Moveable c be raised and lowered on placed where ceiling heights to 14 feet. These chalkboards folding room dividers, enabl the needed variety of spaces.

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Educationally, the center uses continuous progress and cooperative teaching programs. There is a wide variety of spaces and a simple architectural unity to hold them all together. Group teaching activities may range from one child and a teacher to small groups to lectures, demonstrations, or group discussions with 60-100 children. Some spaces are enclosed, private and quiet; others are open and communal.

The plan is structured on a simple 10-foot module. The central "tongue" of each of the four elementary wings is a media or materials resources center. With a floor level 18 inches below the general floor level of the rest of the wing, the media center is surrounded by bookshelves and audiovisual equipment. Open-form teaching bays are located around the periphery of the wings. Areas for group discussion have high ceilings, while places for project work, individual instruction, and small discussions have low ceilings. Carpeting and acoustical treatment keep the sounds of the various activities from interfering with each other. Moveable chalkboards that can be raised and lowered on counterweights are placed where ceiling heights change from 7 feet to 14 feet. These chalkboards, supplemented with folding room dividers, enable teachers to create the needed variety of spaces.

Parents and the community as a whole are encouraged to participate directly in all activities and in the management of the center. The design itself encourages such participation. For example, a community lounge opens directly off the pedestrian street; passersby are invited to stay a while, to meet center personnel or other passersby, to read a newspaper or a book, or just to sit.

The public restaurant is open for lunch. Here parents, teachers, administrative personnel, staffs of different agencies, and citizens can get together formally or informally. The community particularly requested that the administrative offices of the center be on the street and easily accessible. The nursery school suite is adjacent to a classroom with one-way glass for use with adult programs in child growth and development. Similarly, beyond the administrative suites there are viewing windows that let parents and teachers stand together and watch elementary classes in session without themselves being seen.

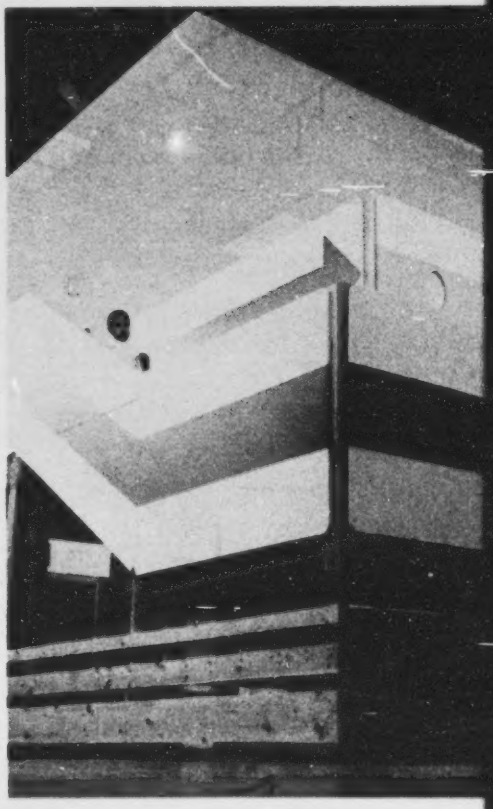
The total structure is large—approximately 175,000 square feet—but the complex does not give the appearance of bigness, either outside or in. The sloping contours of the site and the irregularity of the building's external shape provide large and small play areas, outside theaters, grassy banks, clusters of trees, secluded courts, ramps, and walls for children's art. Inside there are vivid colors and unusual shapes. The Human Resources Center provides a new focus for children and adults drawn from a wide variety of backgrounds—a place they can call their own.

Programs and Services

The center is located in the inner city adjacent to a developing civic center that includes City Hall, the Public Safety Building, and the School District Administrative offices. Across from City Hall is the downtown commercial core, the main public library, and a major high-density urban renewal area. The Human Resources Center is thus accessible to residents throughout the city and the metropolitan area. Even the residential areas closest to the Center contain a heterogeneous population with respect to race and socioeconomic backgrounds.

Some Do's

- Do begin exploring the idea with top leaders the general idea is accepted, then lower-level details.
- Do get tentative agreements on operational co planning process.
- Do assign responsibility to one agency for th struction and operation.
- Do execute written agreements with user age at the proper time.
- Do anticipate a longer time for planning than is
- Do not attempt to proceed with such a joint officials are committed to its success.
- Do appoint a director who is a good commun can maintain maximum community involveme services.
- Do continue to emphasize as widespread a ser in the community.



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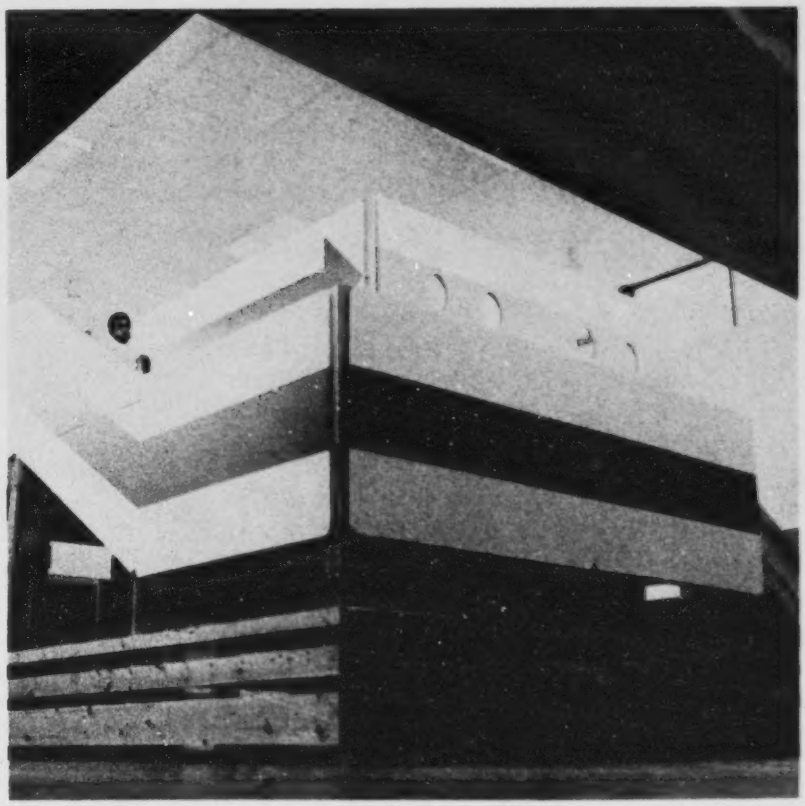
Some Do's

- Do begin exploring the idea with top leaders and planners. Once the general idea is accepted, then lower-level planners can develop details.
- Do get tentative agreements on operational cost-sharing early in the planning process.
- Do assign responsibility to one agency for the coordination of construction and operation.
- Do execute written agreements with user agencies and institutions at the proper time.
- Do anticipate a longer time for planning than is normally experienced.
- Do not attempt to proceed with such a joint venture until top-level officials are committed to its success.
- Do appoint a director who is a good community organizer and who can maintain maximum community involvement in the programs and services.
- Do continue to emphasize as widespread a service area as is feasible in the community.



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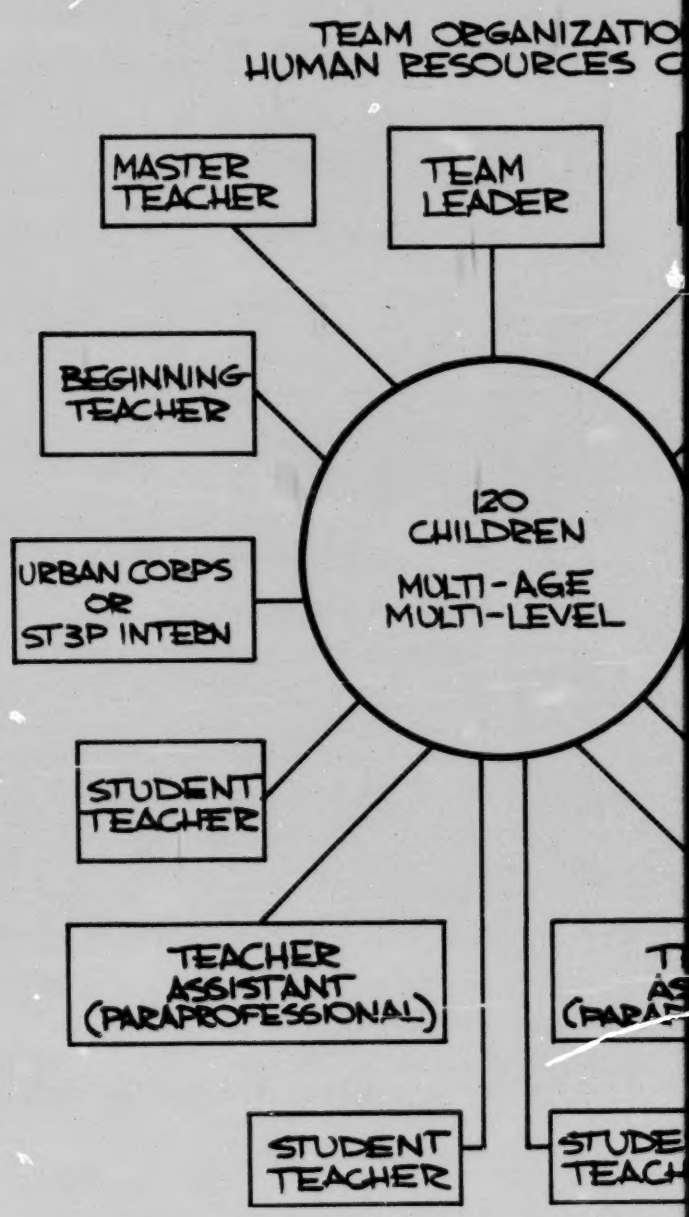
The center's programs and services are a blend of education and social services designed to respond comprehensively to the needs of people of all ages and to provide opportunities for lifelong self-development. Today several agencies operate in the center, offering a wide variety of services such as health, legal aid, occupational and professional guidance, aid to dependent children, family services, mental health, and assistance to the elderly. The major thrusts of the center's social services may be summed up as follows:

1. Health counseling and related services
2. Family counseling and family assistance
3. Employment training, placement, and counseling
4. Welfare and emergency relief services

Cultural activities include theater, dance and movement, music and the visual arts, library services, and indoor and outdoor recreation. Formal and informal facilities are available for a variety of community organizations.

Three universities—Oakland, Michigan State, and Eastern Michigan—have teacher training, paraprofessional training, inservice and other programs in the Center. Oakland Community College, the Michigan Employment Securities Commission, and the Pontiac Area Urban League

assist the Pontiac Schools Adult Education Department in providing a continuing series of seminars and consultations in occupations and professional growth to adults and out-of-school youth. Other programs provide opportunities for adults to complete high school or take precollege courses.



The educational programs for children and adults alike are designed to be comprehensive, to serve people throughout their lifetimes. The major thrusts of the combined educational endeavor of the center are these:

- A preschool and nursery program to help children in their development, to help mothers gain an understanding of child growth and development, and to demonstrate how a family can help children grow and develop in positive ways
- A complete educational program for students in grades K-5, organized on an individualized instruction–continuous progress basis, with special facilities for handicapped students who use regular facilities during part of the day
- Bilingual programs available to students of all ages
- A differentiated team of 10-12 people, including professionals and paraprofessionals, to work with each group of 120 students (The open school facility was specifically designed for this kind of program.)
- An extended day program for students to enrich the quality and quantity of their educational opportunities
- A high level of adult education activities—both formal and informal—for adults and out-of-school youth. Formal classes range from adult basic education to high school and college credit. A wide range of noncredit classes, designed to develop the talents of individuals in a variety of productive ways, is offered, together with cultural, aesthetic, and recreational activities

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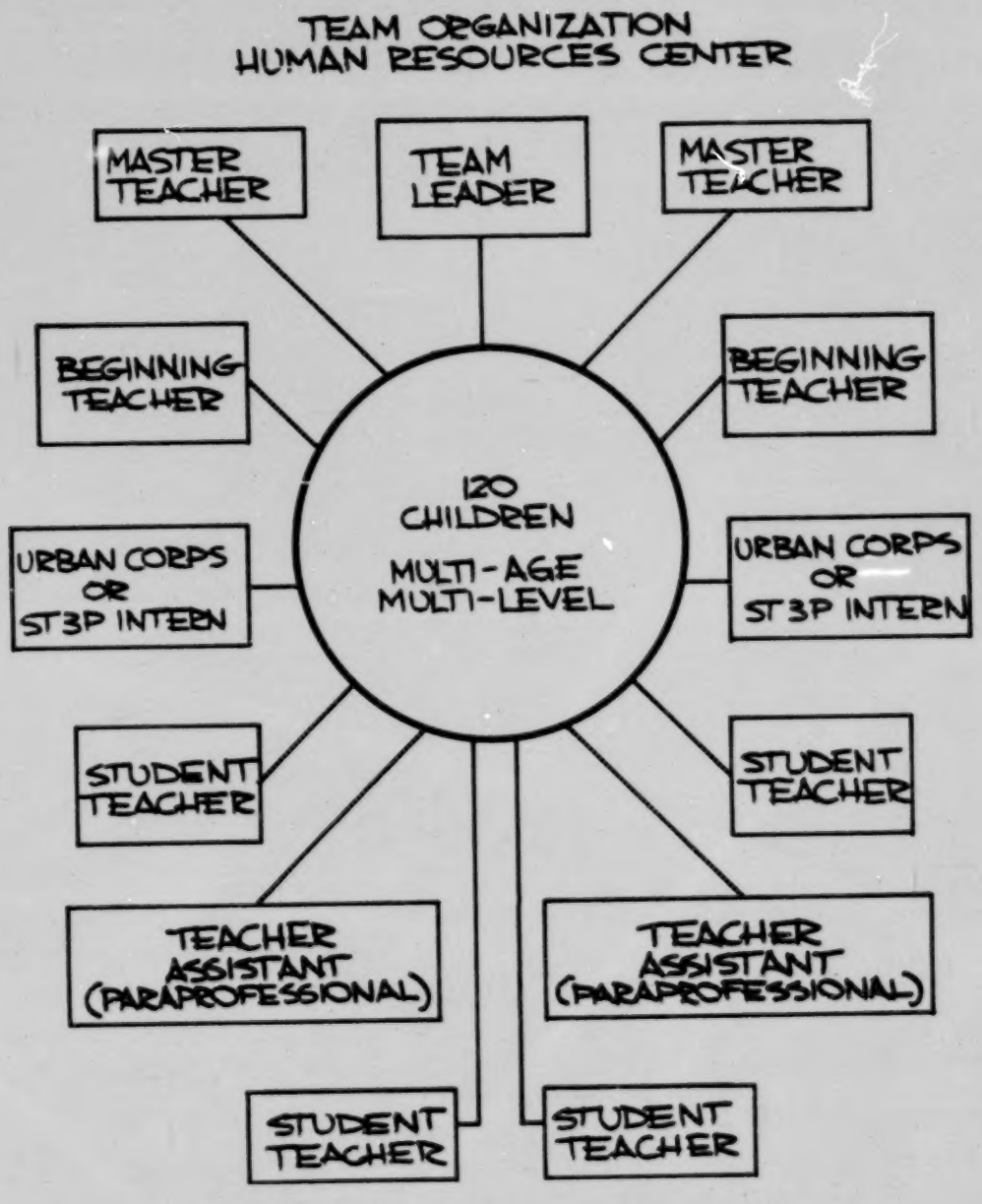

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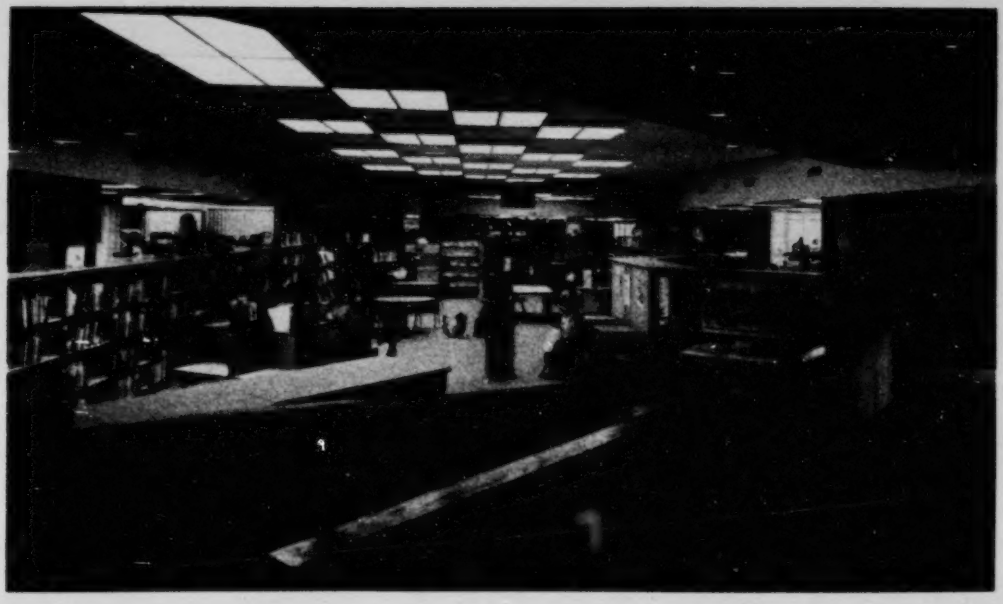
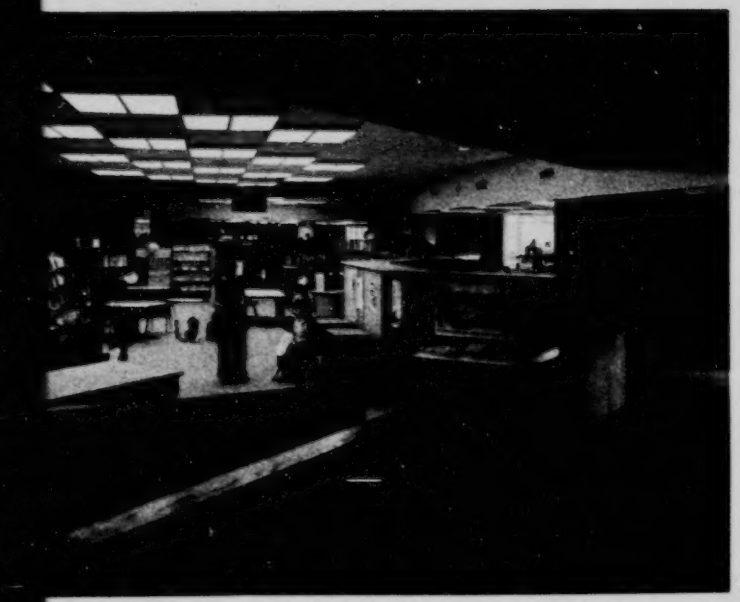


Funding and Administration

The Human Resources Center in Pontiac is one of the first multiuse complexes in the United States to be financed by federal, county, and board of education funds. *Multiuse* denotes a one-structure facility that accommodates a number of agencies and serves a variety of uses. Many spaces are used, not by one agency, but by various agencies on a scheduled basis.

The total construction cost of the center was approximately $6 million. Since the board of education is the largest user, the major share, $4.4 million, was furnished by the school district. The U.S. Department of Housing and Urban Development (HUD) awarded a total of $1.6 million to pay for the neighborhood facilities within the building. Many of these facilities were financed on a shared basis. For example, HUD participated in the financing of the theater, the gymnasium, and the auditorium because, although they are used as regular school facilities during the day, they become community facilities in the evening, on weekends, and during school vacations. HUD also joined in the interagency financing of support facilities such as the workshops, kitchens, public restaurant, and terrace.



This was the first time that such a grant had been made. Special state legislation had to be drafted to make it possible to accept the HUD grant. Pontiac demonstrates how a local agency can be linked with a federal agency to finance a project that serves the goals supported by each. Smaller capital funds ($155,000) came from the Oakland Schools (an intermediate district) to help meet the costs of special education facilities supported by a countywide tax levy, and from the city (a noncash grant in aid) for urban renewal site work.

Problems faced in the planning and development of the Human Resources Center illustrate (a) the difficulties that must be resolved in the process of multiagency participation in funding, and (b) the need for a commitment by the leadership to resolve all problems that might impede completion of the project, regardless of how difficult they may appear. In Pontiac, after the architectural work had been virtually completed and the school district had received official notice of the HUD grant, legal counsel for the HUD regional office determined that existing Michigan law did not permit a Michigan school district to accept a direct grant from a federal agency. Within a 45-day period, and with the assistance of legislators who represent the Pontiac area, a new state law was written, passed through both houses of the legislature, signed by the governor, and delivered to the HUD regional office. This action enabled the school district to accept bids for

construction of the center a few days before the expiration of the bid period.

Another illustrative problem involved construction costs. Initial construction bids exceeded estimates and available financial resources by approximately a million dollars. This necessitated some project redesign and change in the structure, completing only two of the four educational wings and leaving the other two as shells. It also necessitated preparation and justification for a supplementary grant request to HUD for $492,295 to complete the two unfinished wings.

Community programs from 16 sources amounting to over $4 million were funded for the opening 1971-72 year, including ESEA Title I, ESEA Title VII, EPDA Career Opportunity, Head Start, Urban Corps, Adult Education, Vocational Education, Short-Term Teacher Training, and Comprehensive Career Education. Programs for which further funds were allocated or anticipated include medical and dental services, mental health, child nutrition, remedial reading, media specialists, differentiated staffing, prescriptive learning, adult counseling, day care, and staff inservice education.

The Human Resources Center now exists, but planning for it goes on. If the physical environment of the community is to continue to be improved; if the center is to provide a comprehensive education program; and if the community's social, economic, cultural, and health needs are to be met, citizens must continue to be directly involved in the center's decision-making processes. It is anticipated that school and agency representatives will continue to initiate the formation of citizen advisory committees in topic areas, feeding into a citizen advisory council, and then step back into the role of resource persons after the individual units are organized and functioning. Operation of the Human Resources Center is only in its second year, and undoubtedly much will be learned about governance as more experience is gained.

Cooperation

The development of the Human Resources Center came about through strong support from the board of education. The board gathered public support for it, arranged for meaningful citizen inputs and participation in decision making, put together the financial package, acquired the site, built the building, and planned its operation.

Close liaison between city government and school government was essential. This liaison was evidenced in site acquisition and development and in the agreement by the city to close and reroute streets, develop new access from the residential

Availability of Federal Funds

Federal funds are available for the plannin
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and new programs may evolve. Thus no current li
The following federal departments and agencies
had funds for these purposes when the Pontiac Hu
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Department of Health, Education and Welfare
- Health Service and Mental Health Adminis
- National Institutes of Health
- Office of Education
- Public Health Service

Department of the Interior
- Bureau of Outdoor Recreation

Department of Transportation
- Federal Housing Administration

Department of Commerce
- Economic Development Administration

Department of Housing and Urban Developme
- Housing Assistance Administration
- Model Cities Administration
- Metropolitan Development
- Renewal Assistance Administration
- Neighborhood Facilities Program

Department of Agriculture
- Soil Conservation Service

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Availability of Federal Funds

Federal funds are available for the planning, development, construction, and operation of community education facilities. The specific programs for which funds are available may change from year to year, and new programs may evolve. Thus no current listing is possible here. The following federal departments and agencies are among those that had funds for these purposes when the Pontiac Human Resources Center was being developed. Each school district will want to explore the availability of funds in light of its own plans and programs.

Department of Health, Education and Welfare
- Health Service and Mental Health Administration
- National Institutes of Health
- Office of Education
- Public Health Service

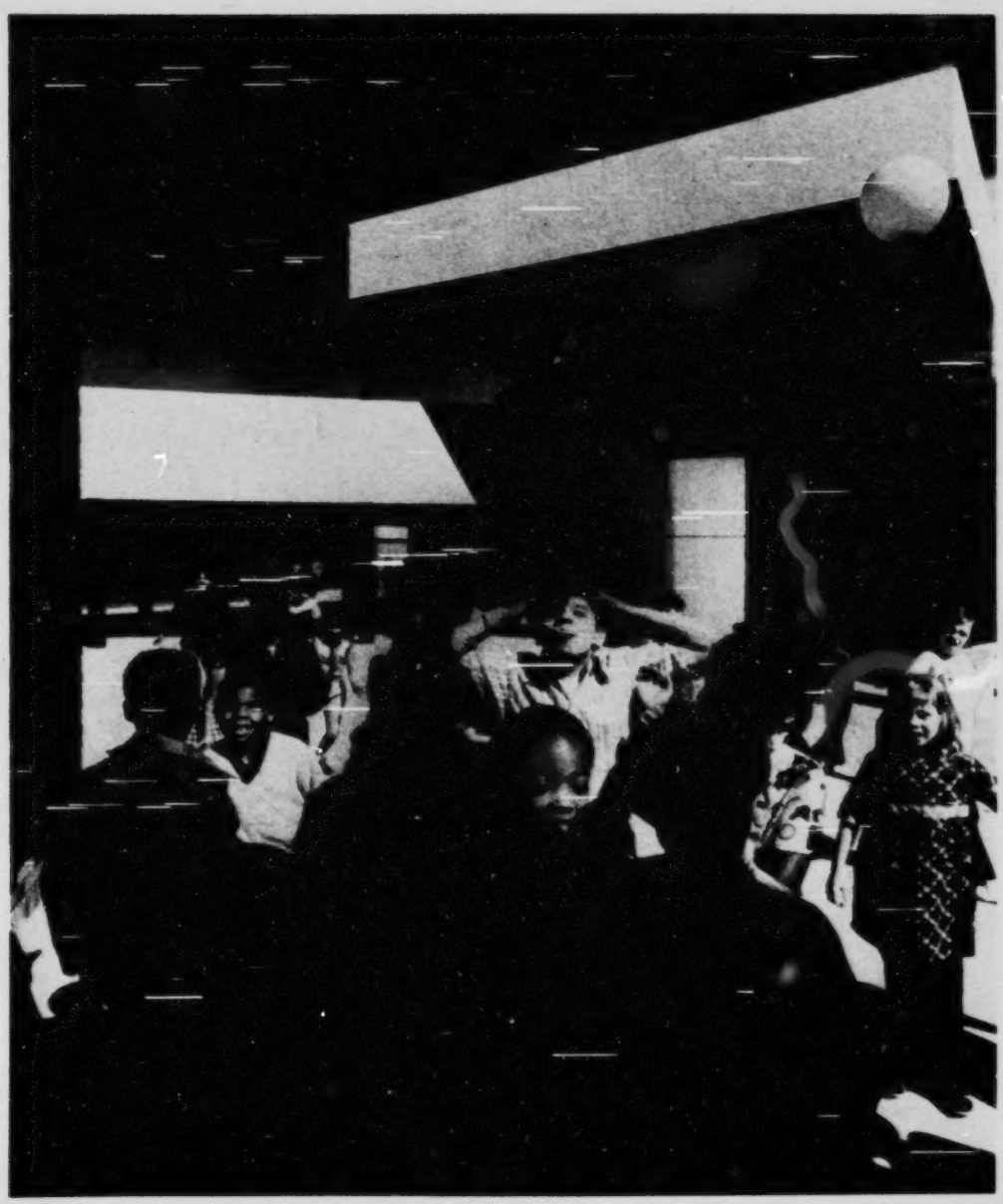
Department of the Interior
- Bureau of Outdoor Recreation

Department of Transportation
- Federal Housing Administration

Department of Commerce
- Economic Development Administration

Department of Housing and Urban Development
- Housing Assistance Administration
- Model Cities Administration
- Metropolitan Development
- Renewal Assistance Administration
- Neighborhood Facilities Program

Department of Agriculture
- Soil Conservation Service



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The Human Resources C
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[1] Chase, William W. "Design for
American Education 8:8; March 197

areas to the center, construct a pedestrian overpass on a busy thoroughfare, and make changes in water and sewer lines.

The importance of citizen participation in the planning and design processes through the Pontiac Area Planning Council and a series of citizen and parent/teacher committees can hardly be overemphasized. Contributions of the social service agencies were also indispensable. They were involved continuously from the start and provided direct assistance in the design of the facilities to ensure that they would serve their purposes.

Programs sponsored by the state and federal government were an important part of the multi-agency cooperation that characterized the Pontiac project. A variety of state and federal categorical aid programs operated in the Human Resources Center have been and continue to be funded by these government agencies.

The school district has endeavored to coordinate these programs with the regular school programs in the center to produce a total education program enriched beyond anything the school district could have accomplished alone. To cite just three examples from the growing number of program linkages, an Urban Corps Program and a Short-Term Teacher Training Program provide staff to work in teams with paraprofessionals and regular teachers; adult basic education programs are an important element in the community service programs; and early childhood education grants support preschool activities.

The Human Resources Center illustrates how the leadership of a board of education can work as a catalyst to reverse the obsolescence, the despair, and the segregation of a typical inner city. As a program and as a series of spaces the Center is open-ended and infinitely flexible. It invites the community to use it. As a building it breaks away from standard educational design and provides a variety of vistas, open spaces, striking colors, and unusual shapes. Possibly it is more than a building. Perhaps it is an expression of the new city—a fragment of Pontiac's tomorrow.

> In three more decades 1.5 million people will swarm over the Pontiac area. The city can be the axis of their activities, their promise of a quality life, the marketplace where they receive the things they want in exchange for their energies and talents. Or it can sit in apathy and let the human tide wash it into oblivion in favor of new and more active communities. Pontiac has already made its choice.[1]

[1] Chase, William W. "Design for Regenerating a City." *American Education* 6:8; March 1970.

The Parkway Program

The Parkway Program in Philadelphia, well known as the "school without walls," has been in operation since February 1969, when 143 high school students were enrolled. Using the entire community as their "school," students learn first-hand at the Academy of Natural Sciences, the Museum of Art, business establishments, apartment houses, cultural centers, city government offices, and other rich resources.

The program has been expanded to four educational units—three based in the center city and one in Germantown—with 200 students each. Classes are taught by teachers from the public schools, interns, businessmen and women, professionals, and volunteers with special talents and skills. Thanks to this community involvement in the teaching process, classes can be kept small.

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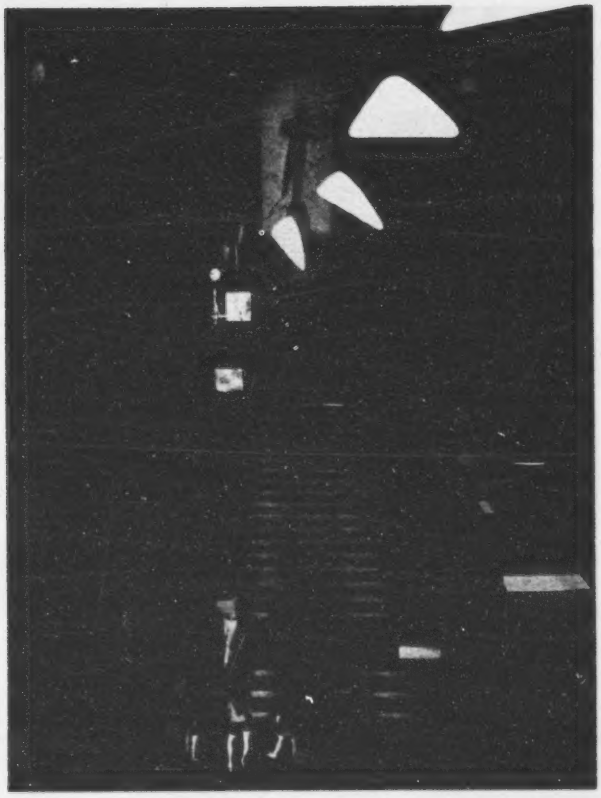

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Space needs are met primarily through donated space acquired throughout the community at the request of administrators and students. In addition, each unit has a small administrative headquarters office. Students are admitted to the Parkway Program and assigned to their group by lottery. Within their family group, they receive counseling in selecting courses, pursue their own individual program, and work and plan together. Each student may choose among a number of different courses but must accumulate the credits needed to meet state high school requirements. Although the program allows a great measure of freedom to its students, it calls upon them to assume perhaps a greater responsibility than is customary in a traditional high school. The important point here is that the Parkway Program utilizes the whole community as an educational facility.

5
A Look into the Future

In rural areas as in cities and suburbs, educ very rapid change. Administration and manageme ods of teachers, technology, the ways schools are of education is changing. As a result, the physical tion—from the primary school through college and to change radically in form.

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5
A Look to the Future

In rural areas as in cities and suburbs, education is in a period of very rapid change. Administration and management, the roles and methods of teachers, technology, the ways schools are paid for—every aspect of education is changing. As a result, the physical environment of education—from the primary school through college and beyond—is beginning to change radically in form.

Traditionally the school has been designed to be a "mini-universe." The image of the modern school that most of us have in our mind's eye is a new building, light and airy and with lots of glass, and set apart in a large acreage of trees, neatly kept grass, parking areas, and playing fields. It has its own library, science laboratory, machine shop, auditorium, arts and crafts center, indoor recreation, kitchen and service area, irrespective of whether the surrounding community has these facilities too. In this separate and strictly academic environment—this mini-universe—education is conducted by simulating the real world.

During the last few years a number of factors have come together to cause superintendents, board members, parents, teachers, students, and the administrators of other public agencies to reevaluate the relationship of the school to the community. People have begun to realize that the schools' facilities can be put to good use by the community as a whole, not just by students. For instance, swimming pools and gymnasiums can be used for indoor recreation and health programs, kitchens for meals-on-wheels to the elderly or the handicapped, and machine shops for learning new job skills or simply pursuing hobbies. School auditoriums can be used for theater and music, dance and lectures; teaching spaces and libraries can be used for community college or university extension courses, or for meetings or discussion groups.

At the same time that boards of education are combating rising costs, they are discovering that their "mini-universes" are duplicating

many of the resources that already exist in the community, such as library services, laboratories, museums, and outdoor recreation. Most cities, as a matter of fact, have two park and recreation systems, one owned and operated by a city department and one owned and operated by the board of education, with full duplication of tax-free land acquisition, capital development costs, maintenance, and equipment. A simple inventory of any community's resources—and every community has resources of one sort or another—will reveal the richness in educational material and experience that is being wasted by the schools.

Meanwhile, students everywhere are pressing for more "relevant" education—education more directly involved in the problems of the actual world. It is increasingly difficult to make subject matter directly relevant when the school building itself is introverted and separated from the world around it and when its teaching materials are simulated rather than real.

The renewed interest in community education has provided an opportunity to take a fresh look at schools and their roles in the community. Several points emerge:

- Schools everywhere, whether in the city, suburbs, or rural areas, duplicate facilities and resources that already exist in their communities.
- Schools contain facilities that can be shared by other agencies to meet needs in the community as a whole, and the community contains resources—people, places and things—that can make the educational experience richer and more real.
- As schools overcome their separatism and education and the real world begin to mesh more relevantly for students and parents alike, much of today's dichotomy between boards of education and their constituencies begins to disappear, and real working relationships between boards and communities begin to emerge.
- Reconceiving education on an interagency, communitywide basis makes a lot of sense economically in terms of both capital and operational budgeting.

The Kennedy Center in Atlanta and the Human Resources Center in Pontiac, innovative though they are today, may soon be regarded as but primitive beginnings in a new chapter of public education. Already the Atlanta and Pontiac projects have demonstrated that one center can house a total complex containing a school, a number of public agencies, a variety of community services, and several university and community college programs, all running concurrently.

But possibly the most important element in both centers is the degree of community participation. Both were to a significant extent programmed and designed, and are currently administered, with the active participation of their respective communities. And both have

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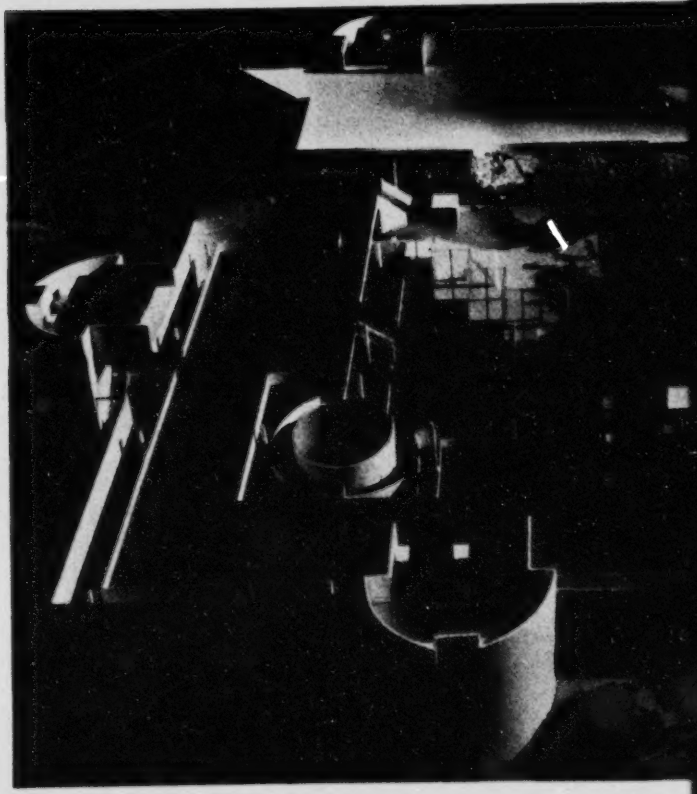

Fodrea Community School

Fodrea Community School was planned and designed in response to a program initiating community education in Columbus, Indiana—a program committed to learning as part of daily life. Its goal is to provide all people in the community with opportunities to grow as individuals through a variety of educational, avocational, and recreational programs. Many people in the community—adults and children, administrators and teachers, and school board members—were involved in the planning-designing process. The result of this involvement is a "people-centered" school that offers elementary education, adult education, child/adult recreation. Space is also provided for community civic organizations.

The unifying element of this community facility is the concourse, which is designed to encourage people to come in and visit, exchange ideas, read, and play. The school will be open year-round, from early morning to late evening, and the concourse will never close.

demonstrated how several elements—not traditionally regarded as parts of schools—can be brought together with large savings in capital and operating expenditures.

What can be learned from these and other community education centers illustrated here? What directions do they suggest for the future?

The School as a Community Center

Atlanta and Pontiac have reconceived schools as community centers with services responding directly and positively to local situations and needs. How can boards of education in other communities create centers appropriate to their own communities, to local opportunities and constraints? One way is to set up a joint interagency and community process to identify and evaluate special community needs on the one hand, and interagency and community resources to meet those needs on the other.

Various examples of community education cited in these pages demonstrate how a variety of community-serving programs and facilities

School

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element of this community facil- rse, which is designed to encour- me in and visit, exchange ideas, The school will be open year- morning to late evening, and the ever close.

can be drawn together with education to mutual advantage. Such programs and facilities include—

- Community cultural activities—libraries, theaters, lecture halls, exhibition spaces, music auditoriums, studios and workshops
- Joint school/community outdoor recreation—baseball, football, tennis courts, open parkland, picnic and game areas, formal landscaping, open-air theaters
- Indoor recreation—gymnasiums, swimming pools, exercise rooms, and spas
- City agency services
- Health and day care services, and remedial education
- University and community college extension courses—credit and noncredit courses for adults in the community, and teacher and paraprofessional training
- Counseling and legal aid services

These are certainly not the only facilities that could be incorporated. They are only a beginning. So why stop here in conceiving future centers? Why not, for instance, develop inventories that include the private sector as well: shops, commercial art galleries, cinemas, professional and corporation offices, housing, laboratories, and even light industry? The cross-fertilization of the private sector with education could be valuable to both. In some situations students might run commercial or workshop outlets in a community education center, as a comprehensive component involving business education, design, production, and management. The Kennedy Center in Atlanta has already made a start in this direction.

The point is that once a community develops its own inventory and provides appropriate comprehensive services, a true community center will emerge—a center that serves both adults and youth daily in a positive way.

Cooper Landing School

A community facility of course need not be extensive, sophisticated, or located in an inner-city area. The small town of Cooper Landing, Alaska, for example, when planning an elementary school took advantage of the opportunity to involve the community in assessing its needs and exploring how the new building could meet them.

Located on an unusual, densely wooded rural site overlooking a lake and surrounded by 6000-foot mountains, the 23-student Cooper Landing School receives much wind and no direct sunlight in the winter months; the temperature averages 60-70 degrees below zero. Besides providing spaces for an educational program that encourages students of all grade levels and ages to mingle and work side by side, the school serves the entire community for dinner and club meetings, theater, and recreational activities. Thus, the large interior space needed for indoor activity for children in such a severe climate provides a gathering place for bringing the whole community together.

Sense of Achievement

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Sense of Achievement

In today's climate of increasing social fragmentation, possibly the most important aspect of community education is the pride of community achievement—the feeling that we made this place and these programs *together*. Community achievement in turn can give rise to a strong sense of community identity where none existed previously.

In the immediate past it was the responsibility of boards of education to provide schools. As far as most members of the community were concerned, a new school was born through a strictly impersonal procedure. A committee of the board selected the site. The board acquired the site through eminent domain. The superintendent and his staff worked with consultant education-specification writers. A bound volume of ed-specs was turned over to an architect. Drawings were prepared and went out to bid. And the school was built. Although many efficient and architecturally handsome buildings emerged from this procedure, the consumers (teachers, students, parents—the community) were seldom much involved in the process, nor were people from other agencies. The people the school was built to serve seldom had a strong feeling that it was truly theirs or that it responded to their particular needs.

The new procedure produces very different results, socially, politically, and architecturally. By opening up the planning process to the community and to other agencies, the school board is able to develop an inventory of programs and uses—many of them interagency—that precisely respond to local needs. Even site selection will respond to new criteria if the site is to become a focus for the community rather than an isolated school set apart among trees and playing fields.

Open planning processes have become extremely important recently in many cities where constituencies are pluralist and comprise various ethnic and cultural groups, some of whom may speak different languages. By long tradition whole sections of society have been effectively disenfranchised from the mainstream of American life through racial or class discrimination. Inclusion in planning and effectuation processes represents an immediate means of enfranchisement.

Thus each new community education center, as it develops, will be different from every other center because it is responding precisely and organically to local needs. Not only will its architectural form be different, but also its programs, its services, and even its curricula. Its programs and services will be designed to respond to local needs, its curricula to respond to local learning processes, to the local children's frames of reference, and to the precise mesh of education with local aspiration. Its architecture will integrate carefully and precisely with a piece of existing city.

In most cities, segregation limits options. Ghettos are deeply introverted places where the cycle of poverty is not cut by career ladders. Education alone cannot be expected to resolve the problems created by our still segregated society, and talk of "quality education" and

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"education for equal opportunity" is fraudulent when education is not accompanied by other social change agents.

Instead of just talking about training for careers, why can't some careers be opened up by the community education centers themselves? Let builders in the community be given the opportunity to build the centers. Let parents in the community be trained as professionals and paraprofessionals in teaching, health, library services, counseling, and other programs. Let community people find careers in administration. Let the community education center with its interagency programs be a living example of a change agent in the community, and a primary step into the career market as distinct from the job market. For the achievement of saleable skills on the *metropolitan career market* will unlock and open wide the doors to integration.

Important as efficiency and cost savings in joint usage are, the most important aspect of the process is the sense of achievement for the community—the sense of unity in common cause. In many cities where mutual support is wanting, boards of education and the community are at odds with one another because the community views the board as having undue power of discretion over the lives and growth of its children, and the board views the community as being out of touch and unable to understand its problems.

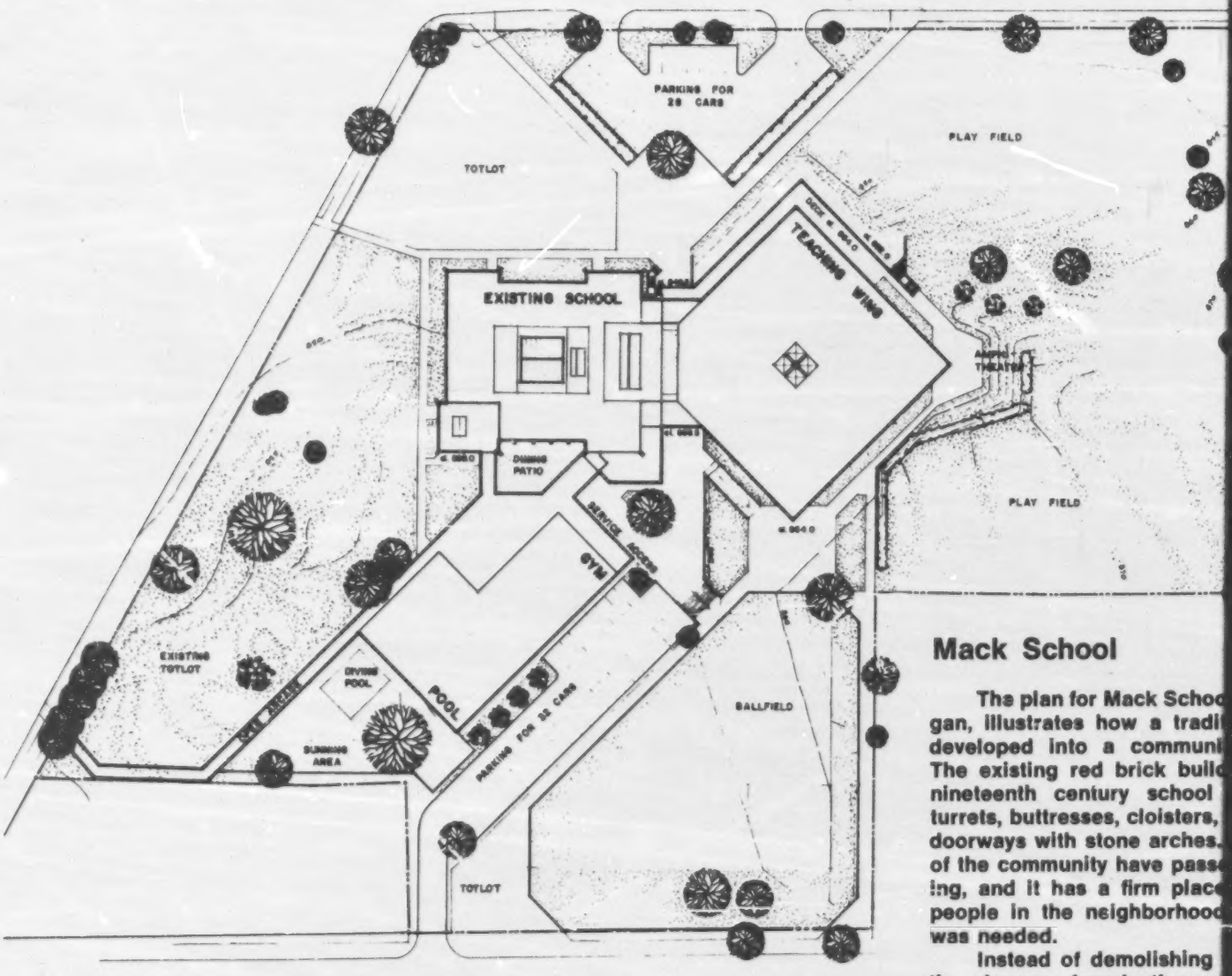
The current trend toward community education provides vehicles for overcoming these dichotomies. Boards, agencies, and consumers can now work together jointly on problem solving. The results are *their* achievement—their piece of community-building.

Recycling the Old

Once again, it should be pointed out that although the emphasis may seem to be on new schools and new centers, there is no reason why the same approaches should not apply to old buildings as well. Many cities and rural areas have old schools that several generations of children have attended. Through the years strong community identity patterns have built up around these old buildings. Physical environments are continuous through time and space. And cities, of all the artifacts of mankind, are the most intricate. For all their contradictions—their beauty and their ugliness, their magnificence and their sordidness, their formality and their raggedness, their grace and their brutality—they are a collective work, a continuing process of growth and change, a precise reflection of our social history and a physical embodiment of our values. No wonder they produce a powerful sense of identity and belonging for many of their inhabitants.

By today's standards old buildings may well be deficient in many ways. Corridor-and-classroom buildings no longer accord with modern teaching practices. They may defy modern codes; they may even be firetraps. It may appear to be cheaper and more practical to raze them and build anew. But what if the community process reveals that the old building has deep emotional and social meanings in the neighborhood—is a symbol of stability and cohesiveness? The old building might become part of a wider and more comprehensive center. The old corridors and classrooms, fully rehabilitated on an interagency financial basis, could become the home of other agencies and programs—health, counseling, city offices, professional offices, community action programs, university and community college extension programs, meeting rooms, joint dining facilities, clubs for the elderly, workshops and hobby shops, libraries for adults and children, exhibition galleries, theaters or music rooms. The list could go on. And what if builders in the community were given the opportunity to perform the rehabilitation?

The new school buildings could then be attached to the old one, becoming an extension from it—with both the old and the new representing the growth and the values of the community, its continuity from the past into the future. Several boards of education across the country are now going essentially this route.



Mack School

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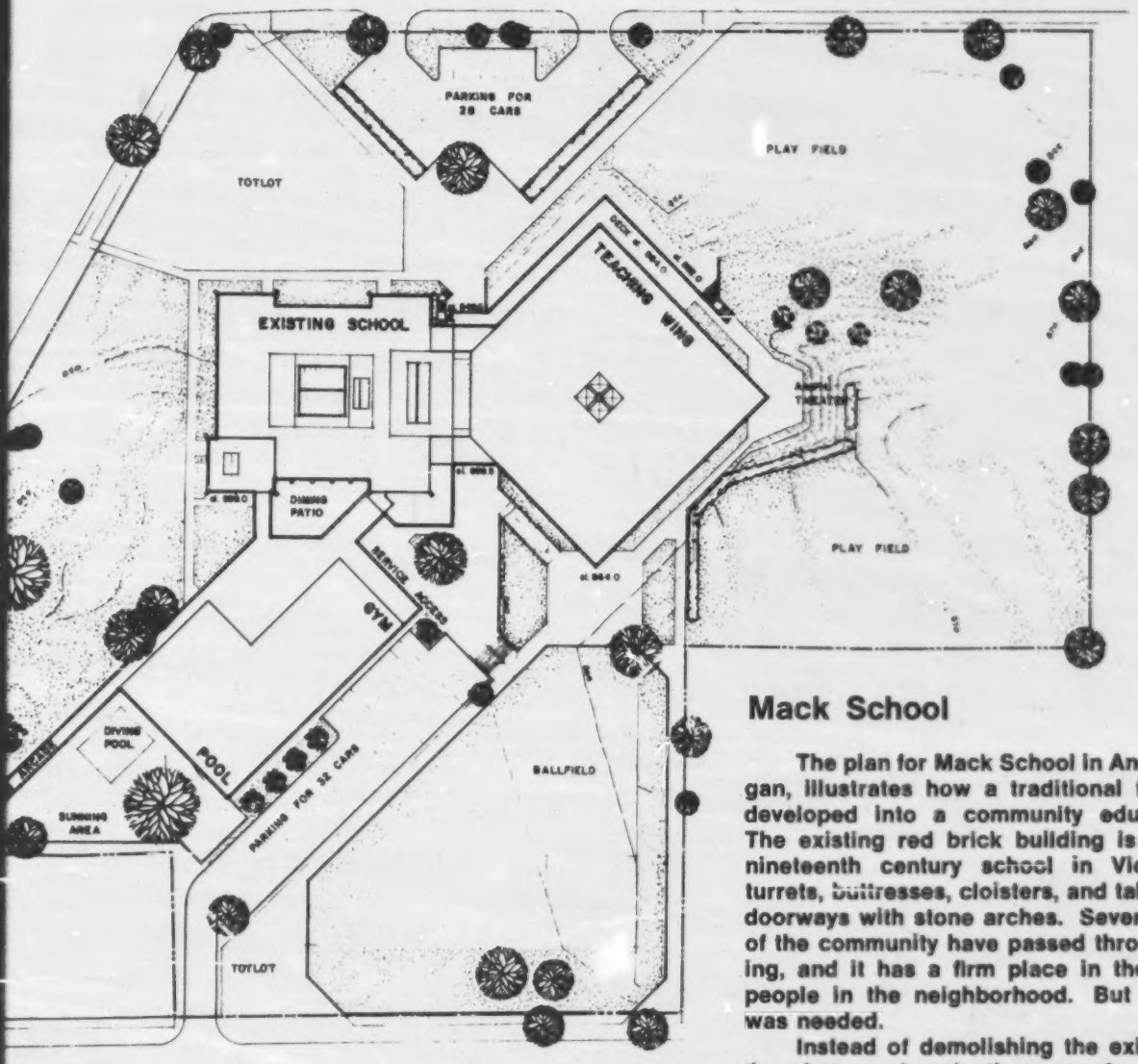


Mack School

The plan for Mack School in Ann Arbor, Michigan, illustrates how a traditional facility can be developed into a community education center. The existing red brick building is a typical late nineteenth century school in Victorian Tudor: turrets, buttresses, cloisters, and tall windows and doorways with stone arches. Several generations of the community have passed through this building, and it has a firm place in the affections of people in the neighborhood. But a new school was needed.

Instead of demolishing the existing building, the planners found other uses for it—uses sympathetic to its somewhat medieval "cloisters-and-cells" plan and form. The ground floor is being adapted to the needs of a variety of community agencies and service organizations, and two upper floors are being taken over by the county's community college as a downtown branch campus.

A large-scale indoor-outdoor community recreation center is being added as one wing, linked to the existing building by a glass-enclosed dining patio where the community, college students, and children may meet and eat together. The new open-space 250-student elementary school forms the other wing, surrounded by formal and informal play areas and an outdoor amphitheater.

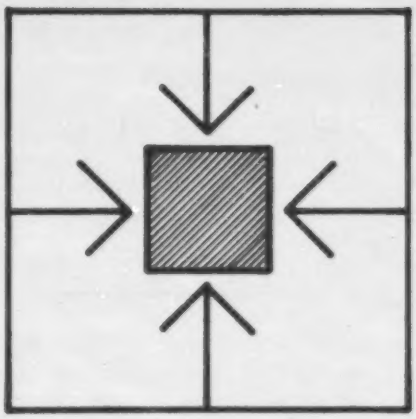
The total complex will be funded jointly by the board of education, the city, the community college (county), the state, and federal funds through the Model Cities program.

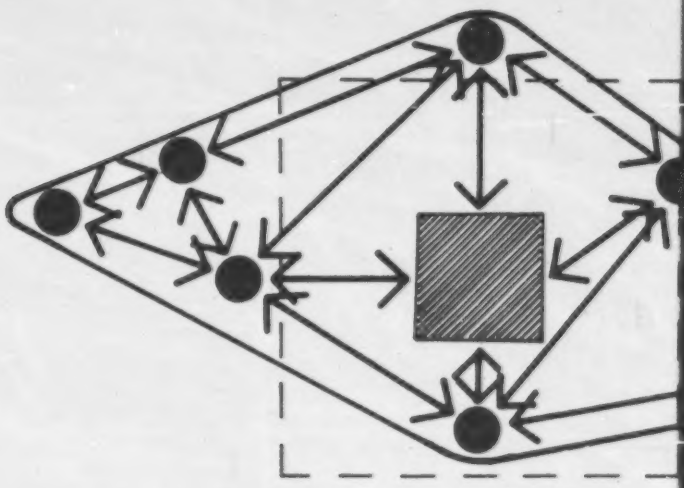
New Forms of Community Education

It is, of course, impossible to forecast what fo
education facilities of the future will take. In fact, it
to have *a priori* attitudes about either the architect
tent of any new center. The development process
and exploratory. In the Pontiac, Atlanta, Ann Arbo
illustrated in these pages, final forms were unkno
The planners explored needs and programs in alte
until a form began to emerge.

There are, however, some trends in the evolut
rural areas that have an important bearing on the
One is the ever-decreasing number of rural com
6 percent of the men and women now employed
earn their living directly from the land. And mo
technology-oriented than their urban counterparts.
ingly mechanized. Rural housewives increasingly
in regional shopping centers. And rural sons and da
numbers attend college and then emigrate to the
markets of the city. It is doubtful that this process

Another trend is the decline of the "monoruc
traditional U.S. city is a grid pattern of streets, in t
the old downtown, containing not only the commer
but also its seat of government. The city's main ins
offices as well as its shops and city hall were also
trated in the downtown area.





Today this city form has almost ceased to exi
agent has been transportation. Historically indepe
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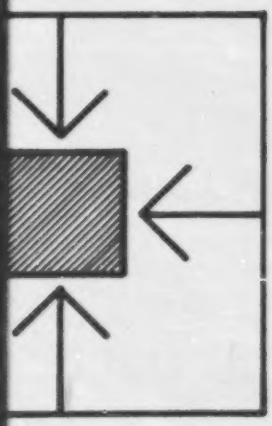
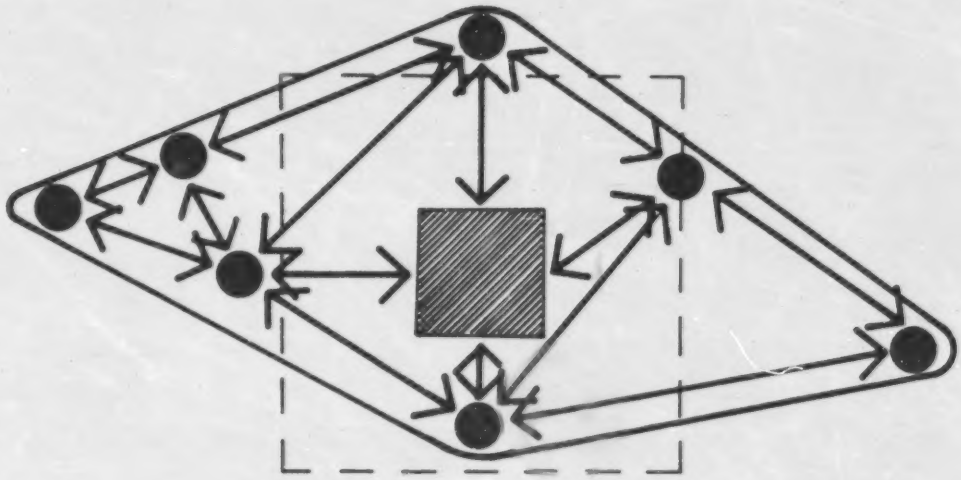
New Forms of Community Education

It is, of course, impossible to forecast what form most community education facilities of the future will take. In fact, it seems advisable not to have *a priori* attitudes about either the architectural form or the content of any new center. The development process must be open-ended and exploratory. In the Pontiac, Atlanta, Ann Arbor, and other projects illustrated in these pages, final forms were unknown at the beginning. The planners explored needs and programs in alternative combinations until a form began to emerge.

There are, however, some trends in the evolution of our cities and rural areas that have an important bearing on the future of education. One is the ever-decreasing number of rural communities. Less than 6 percent of the men and women now employed in the United States earn their living directly from the land. And most farmers are more technology-oriented than their urban counterparts. Farms are increasingly mechanized. Rural housewives increasingly shop by automobile in regional shopping centers. And rural sons and daughters in increasing numbers attend college and then emigrate to the professional career markets of the city. It is doubtful that this process will reverse.

Another trend is the decline of the "mononuclear" city form. The traditional U.S. city is a grid pattern of streets, in the center of which is the old downtown, containing not only the commercial center of the city but also its seat of government. The city's main institutions and agency offices as well as its shops and city hall were also traditionally concentrated in the downtown area.





Today this city form has almost ceased to exist. The major change agent has been transportation. Historically independent and introverted cities have been linked by fast highways and have grown outwards by means of suburban residential development along the corridors. Every

year brings new symptoms of permanent change in the historic form of the city. New regional commercial centers and new concentrations of industry and business are being built, not in the center city, but near expressway corridors. Land for commercial or industrial development adjacent to freeway interchanges is considered "prime." And many cities that were already close to one another have now extended toward each other until they have become absorbed in a continuous linear conurbation.

Some of the characteristics of the new suburban areas have a direct bearing on the physical and social situations that community education must address. New suburbs generally lie outside the jurisdictional areas of the parent city. They are populated for the most part by white, middle-income emigrants from the center city, many of whom are young and college-educated. And as these families emigrate outwards, the center city becomes increasingly the home of the poor, the segregated, and the aging.

Similarly, the new regional commercial centers and the new industrial estates are occupied by companies and corporations that have decentralized from the center city. The parent city not only finds it increasingly difficult to attract new industry and commerce, but is struggling to keep the industries and corporations it presently has. And as the growth corridors extend beyond the jurisdictional boundaries of the parent city, they develop new and lucrative tax bases for the surrounding metropolitan counties, boroughs, and townships. Consequently, the townships and counties are in open competition with the parent city for new development of all kinds. In an inflationary economy the new areas are continually able to expand their services, while the parent city is faced with a declining tax base, escalating operational costs, and increasingly obsolescent amenities.

The new residential areas are able to build attractive new schools, recreation areas, and parks. It is important, however, to keep their highway orientation in mind. Very little is "neighborhood" in the sense that that term is used in the center city. Shopping centers are not neighborhood but regional. Friendship patterns, work journeys, and journeys to shop, to school, and to recreation are not neighborhood but metropolitan in character. The automobile is an essential tool.

The mononuclear city of tradition has yielded to the multinuclear, multinodal metropolitan area of today. Within this multinuclear form resources and options will grow richer and more varied as time goes on, and the pressure of inner city minorities to enjoy all of these metropolitan options will grow stronger.

In essence the mononuclear form of the traditional city has already dissolved and been irreversibly replaced by a multinuclear and open-option form. But the traditional jurisdictions and bureaucracies have not changed. In fact, the new bureaucracies in the suburban townships and boroughs—the new school systems, the new open space administrations, and the new local governments—essentially duplicate the bureaucracies that have traditionally existed in the city. And so we see the development

Queensgate II Town Center

Community education on a more ambitious scale, and integrated into a large-scale comprehensive development, is reflected in plans for Queensgate II Town Center in Cincinnati.

Queensgate is a historic section of the inner city. At the turn of the century it was an affluent quarter where merchants lived in large and elegant townhouses and the streets and squares were lined with shade trees. Today the area is poor and segregated; the townhouses that remain intact are fast-decaying tenements.

The Queensgate project, of which the Town Center is only a part, is a massive attempt to turn the tide of decay and human hopelessness. The first phase of the project is high-density residential building, now under construction, and located to the immediate right of the area shown here in the model. The Town Center is phase two; and it is expected to be under construction this year. Phase three, which will also be residential, will occupy the cleared areas on the left-hand side of the model and will soon be in active design.

The large building on the left of the model just beyond the new Town Center is Cincinnati's famous Music Hall; the large building on the left on the near side of the Town Center is Taft High School.

The Town Center itself, based on air rights over a 900-car parking structure, includes 60 commercial outlets (B, E), professional and agency offices (L), WCET educational television studios and headquarters (H), a cultural center (K), a future health center (G), 450 units of high-rise apartments (F), the rehabilitation of historic streets (A), and a vocational center (C) to serve the whole city.

The vocational education center is tied into the high school by an overhead bridge that leads to an indoor community recreation center (swimming pool, spectator gymnasium, etc.) and to outdoor recreation. It is also tied into the cultural center, which includes a library, theater, exhibition area, bookshop, studios, and workshop areas.

The Town Center will be built by private development in joint venture with a specially formed community development corporation. Private capital and public funding resources will be interrelated.

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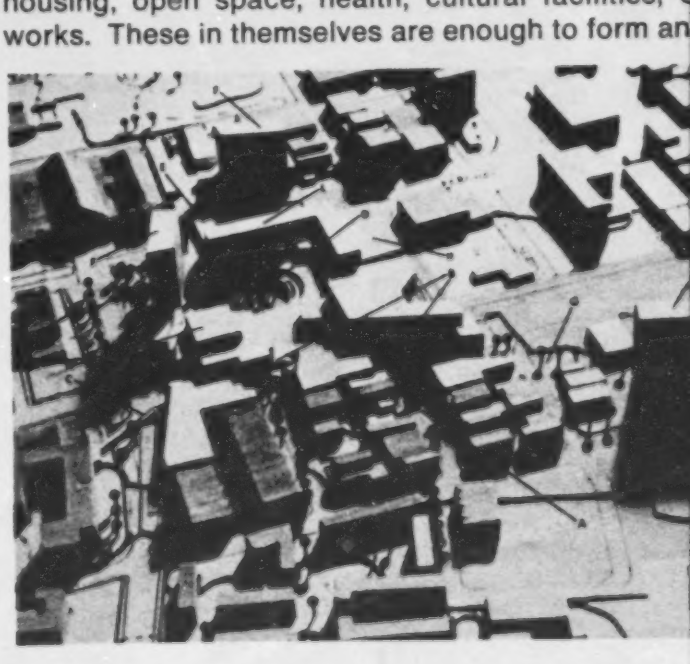

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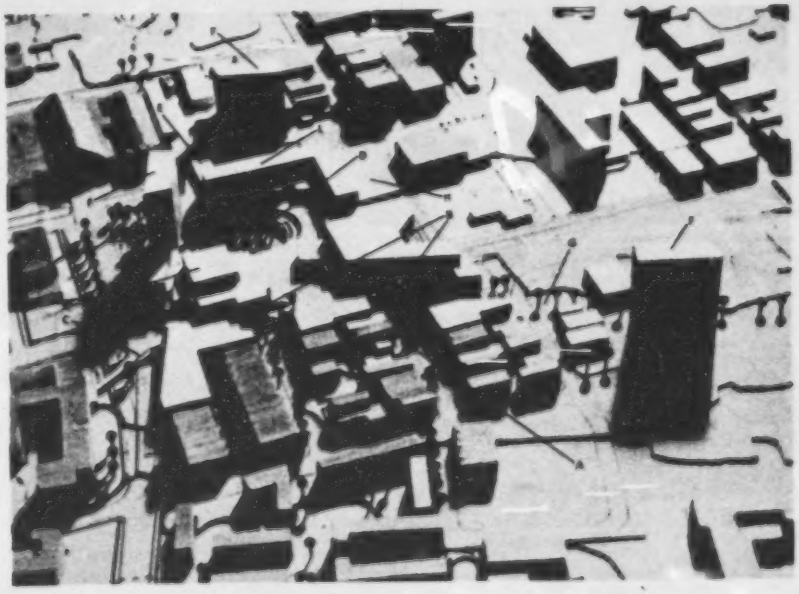
How long it might be before this bureaucratic duplication is resolved is impossible to predict. But the new urban form is very clear, and it tells us much about the direction in which community education is likely to go. Options are a two-way street. The highways that have encouraged movement out of the city can also encourage movement back into it. Cities are still enormously rich in resources. They are still the cultural and historic centers of their metropolitan areas. They are still the location of major museums and theaters, churches, courthouses, and many fine buildings. They are also the centers of rich ethnic cultures. In a multi-nodal region the inner city has a lot to offer.

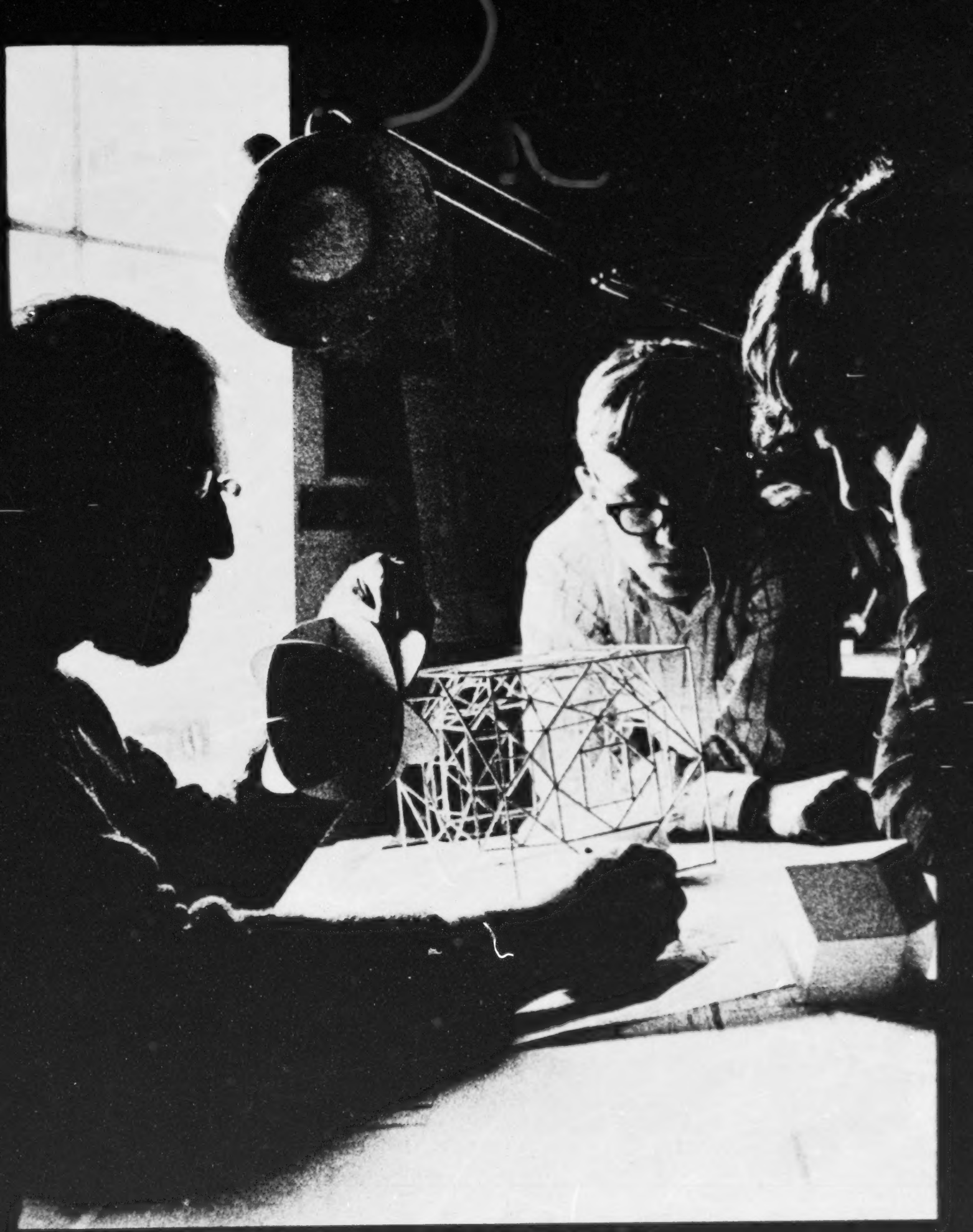
It is the challenge of community education to catalyze and bring together the change agents that can capitalize on these resources and turn them to full educational and community account. The examples in this book show clearly the strategies for community and interagency joint planning and action. Public programs already have many of the component parts of effective comprehensive development: programs in housing, open space, health, cultural facilities, education, and public works. These in themselves are enough to form an equity base to attract

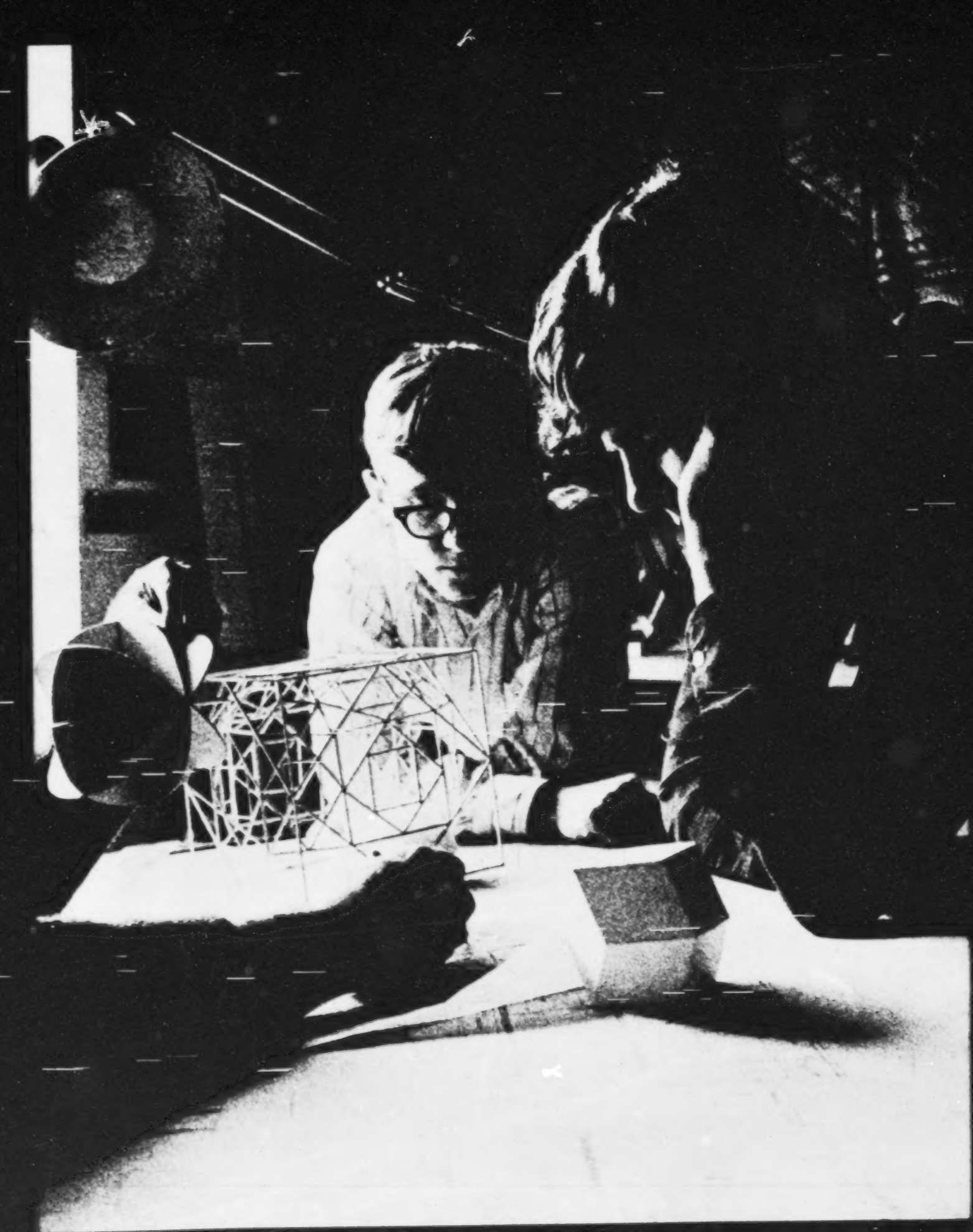


developers to work in community partnership on comprehensive programs that would include the private sector. In some cities that have already gone this route projects are on the drawing boards or under construction that combine such elements as enclosed and air-conditioned shopping malls, libraries, indoor recreation, theaters, education, professional and agency offices, museums and other cultural facilities, restaurants, health facilities, parking decks, and housing that makes use of air rights, carefully integrated with historically preserved areas.

Even a casual look at our cities, large and small, reveals that they were not built all at once. Each city is the result of millions of individual decisions and actions, some taken generations ago, some more recently, but all adding up to a comprehensive, living, changing organism. Perhaps community education can best be described as a piece of city-building—a piece of tomorrow's city.

Education has several goals: to train and open up options for careers, to develop socially responsible citizens, to foster cultural awareness, to develop sound attitudes toward health, to teach people to live together in peace and harmony. The argument for the community education center is that it can help to realize these goals better than the traditional school that is isolated from the community and excludes some of its people. The community center is open to all, responsive to all, and a vital part of the fullness of life around it.





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